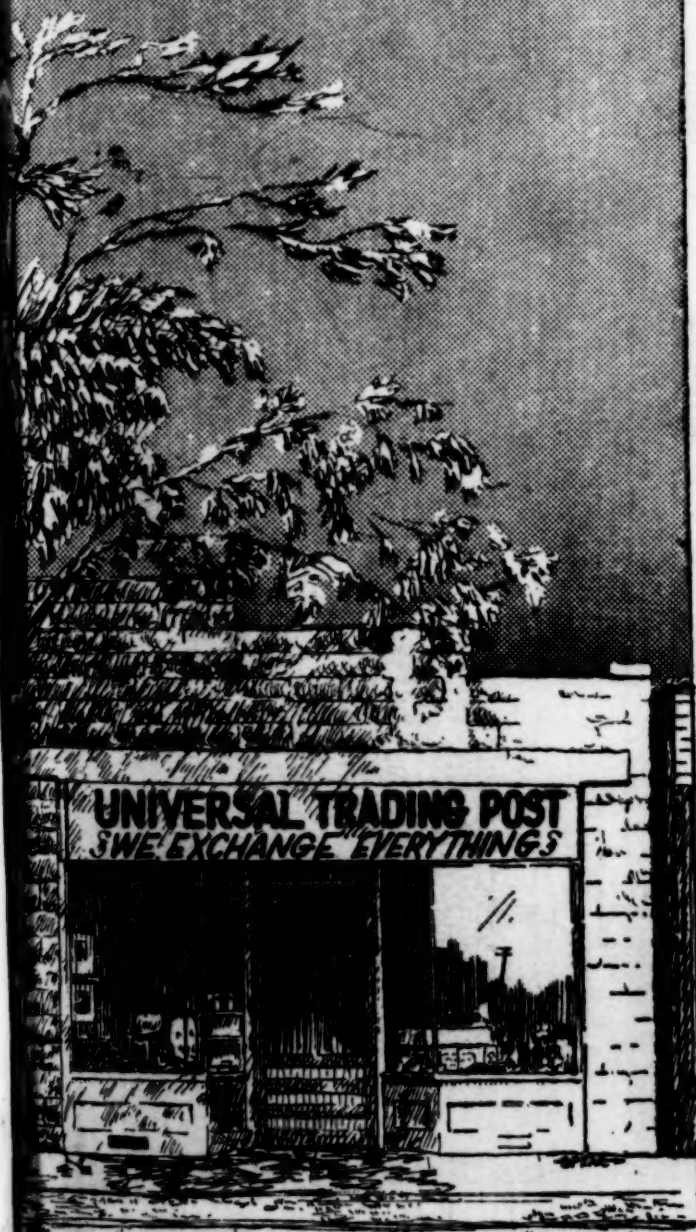


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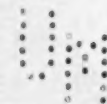
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Unemployed*

*Industrial Injuries
in 1936*

*Employee Elections Conducted
by Labor Board*

*Settlement of Disputes in
Great Britain*



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HUGH S. HANNA, *Editor*

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MONTHLY LABOR REVIEW

FOR JULY 1938

SELF-HELP ACTIVITIES OF THE UNEMPLOYED

Summary

THE self-help movement had its genesis early in the depression, when unemployed and other needy persons formed themselves into groups, endeavoring to supply their needs through their own cooperative efforts. Having no resources but their labor, which was a drug on the regular labor market, they bartered their services for surplus commodities, and salvaged clothing and other articles and reconditioned them. The success of the group that was formed in Seattle in 1931 furnished the impetus for a movement which spread into other sections of the United States but was most extensive in the West. These groups gradually extended their activities until by 1933 they covered a wide range. Grants of Federal funds under the Federal relief acts of 1933 and the 2 following years, and of State funds in some States, made possible the acquisition of limited equipment and enabled many groups to engage in productive enterprises.

The success of the movement since 1933 has fluctuated, being affected by economic conditions and the opportunities afforded by W. P. A. and other public work relief. In some States a beginning has been made, under State supervision and with some Federal and State assistance, to build up permanent, self-sustaining, productive business enterprises by self-help groups. Vocational and cooperative training has in this way been provided and some measure of economic security made possible for the members of such groups. Self-help activities have had a special appeal for older workers whose chances of reabsorption into industrial employment are slight.

A survey of self-help activities was made by the Bureau of Labor Statistics as early as the spring of 1933. Again, in the Bureau's general survey of cooperative associations, covering the year 1936, the self-help groups were included. The data so obtained were supplemented, in southern California, by a spot study which included all of the association in existence at the time of the survey. The study therefore makes possible an appraisal of the self-help movement after an interval of some 4 years.¹

¹ For earlier articles on the self-help movement, see Monthly Labor Review, issues of March-June 1933, October 1933, February, July, and December 1934, March and December 1935, and March and August 1936.

Although many of the early groups have passed out of existence, there remain a certain proportion of them that are still active. The Seattle group ceased its self-help activities about the end of 1932 and became a defensive and protest organization. In California, however, 64 of the associations started in the period 1930-33 were still in operation when the present study was made. In all the States combined, there were 69 active groups reported which had been part of the original movement. It may be noted that this group includes a number which have never received any Federal or State grants.

Altogether, information for 1936 was obtained for 145 self-help groups, located in 11 States and the District of Columbia. In southern California the coverage of the survey was complete; in the other States the reporting associations formed about 60 percent of the known associations. Nine-tenths of the organizations (135) covered by the survey were in the Western States of California, Washington, Idaho, Utah, and Colorado; six were in the Middle West; and four were in the East.

Among the more common activities reported by the associations were farming and gardening, sewing and the making of men's and women's clothing, exchange of labor for commodities, wood cutting, canning, and salvage. Fishing, logging and lumbering and manufacture of shingles, and mining were engaged in by associations located on the coast and in the timbered and mining regions, respectively. Electric blankets, storage batteries, furniture, rugs, etc., were manufactured by other groups. Still other activities were the building of houses, breeding of rabbits, making of woodenware, toys, and novelties, and experimentation with frozen-pack fruits and water culture of vegetables.

Membership.—Over one-half of the aggregate membership of 4,429 reported by 140 groups were in the California associations, and another 27 percent was in the Virginia and Washington associations. The organizations varied greatly in size, the membership ranging from 3 to 753. The great majority were composed of from 10 to 50 members. Five had a membership of 100 or over. The associations engaged in the exchange of labor for commodities, in farming and gardening, and in canning reported the largest group membership. In the two States for which data as to composition of the membership was available—California and Washington—middle-aged members predominated. In fact, except in the associations engaged in productive work, a large proportion of the members of the California associations were disqualified for private employment by age or physical disability. In the Washington societies, in contrast, less than one-seventh of the members had physical disabilities which were such as to debar them from private employment, and most of these were curable.

Statistics of operation.—Aggregate assets of \$541,538 were reported by 98 associations. In addition, the California associations reported

machinery and equipment, purchased from Federal and State grants, to the value of \$62,059. The associations engaged in canning, farming and gardening, and logging and lumbering as their main activity had the largest amount of assets—\$160,284, \$92,965, and \$38,403, respectively. Net worth to the amount of \$144,974 was reported by 77 associations.

A total production of \$396,975 in the year 1936 was reported by 76 self-help groups. Three-fifths of this amount was the production of associations whose main activity was canning (\$98,892), the exchange of labor for commodities (\$64,521), and logging and lumbering (\$57,926). In addition, the following production was reported, but no estimate of value was given: Forty thousand quarts of canned food products, 16,000 adobe bricks, 1,083,080 feet of lumber, 1,536,560 feet of logs, and the construction of eight houses.

The members of 34 associations earned a total of \$140,453 in 1936, either in cash or its equivalent in scrip. The members of associations engaging mainly in exchange of labor and in logging and lumbering earned the largest amounts—\$46,250 and \$29,171, respectively.

Employment.—In most self-help cooperatives the members are all workers in the group activities. In one State (California) the associations generally require a minimum of 2 days' work a week. Most self-help groups are not able to provide full employment but the average time worked per member is usually much higher than this required minimum.

In only 8 of the associations reporting was the number of member workers smaller than the full membership. Six associations had some nonmember employees, probably because of the seasonal nature of the work, requiring additional assistance at certain times. The amount of employment furnished in 1936 through the self-help activities was available only for the 14 Idaho groups and a Virginia association; they furnished, respectively, 136,117 and 349,766 man-hours of work for their members.

Remuneration.—In the self-help cooperatives whose main activity was the exchange of their labor for needed commodities, the members were generally paid in commodities. The estimated value of these, in the groups reporting, ranged from 10 to 50 cents an hour and from \$2 to \$5 per week. Some associations were able to distribute a little cash, also, among their members, when certain activities were paid for in money. The wages paid in the productive associations depended on many factors, and in most associations the returns were not sufficient to pay union wages. One association in Utah, however, reported that it paid union rates, two associations in California stated that they paid W. P. A. wages, and one in Washington said that it paid the "going" wage. One Washington group had a piece-work system of remuneration.

Geographic Distribution and Activities

Ninety percent of the 145 self-help cooperatives furnishing data for 1936 were located in 4 Western States—California (92 societies), Washington (20 societies), Idaho (14 societies),² and Utah (8 societies). Of the others, 3 were in Missouri, 2 in Wisconsin, and 1 each in Colorado, the District of Columbia, Iowa, New York, Pennsylvania, and Virginia.

Organized as a means of obtaining subsistence for their needy members, who were unemployed or handicapped and had little or no cash capital and equipment, the principal activities of most self-help organizations have necessarily been concentrated on obtaining food, clothing, and the other necessities of life, mainly through the exchange of the labor of their members for such commodities or cash as might be obtainable. As they have by their own efforts and through public and private assistance accumulated capital and equipment, many groups have been able to engage in productive activities which have provided employment and better living for their members.

Among the more common activities of the self-help cooperatives reporting for 1936 were farming and gardening (48 societies), sewing and the making of men's and women's clothing (37 societies), exchange of labor for commodities (34 societies), wood cutting (29 societies), canning (26 societies), salvage (14 societies), and logging and lumbering (14 societies). Commissaries were operated by 22 groups. Nineteen societies ran kitchens to furnish meals to their members and four furnished sleeping quarters for some of their members. Eleven retail stores, eight bakeries, and two restaurants were operated by self-help groups. Many of the cooperatives engaged in a number of activities, as many as 18 being carried on by one association.

The nature of the activities of the self-help cooperatives is dependent on many circumstances, such as opportunities afforded by the surrounding country, the skill, capabilities, or ingenuity of the members, the equipment obtainable or which can be made from available materials, etc. The large number of groups engaging in farming and gardening operations indicates the many localities where such activities are practicable. The two societies engaging in fishing were located on the coast. In the timbered sections of the country, the unemployed turned to logging and lumbering and the manufacture of shingles, many of the members having had previous experience in such work. One society located in a mining region was operating a coal mine. Sewing, woodcutting, salvage, and weed burning were popular activities of numerous groups which had little capital.

One society manufactured an electrically heated blanket, for which various therapeutic values were claimed and which was marketed

² Data for Idaho self-help cooperatives are partly from Idaho Self-Help Cooperatives: The Self-Help Cooperative Program, Annual Report, 1936, Boise, 1937.

through physicians throughout the country. This organization also did electrical repair work. Other products manufactured by individual societies included storage batteries, furniture, clothing, knit goods, and rugs.

In a small community where the housing problem was acute, a self-help cooperative engaged in building for its members houses of all kinds, ranging from log cabins to modern houses with the latest improvements. Two societies specialized in making celery bleachers out of newspapers collected by its members; these were sold to truck farmers in the vicinity. Two other groups were breeding rabbits, selling the meat, hides, and fertilizer to local dealers.

The members of one self-help group, who were woodworkers, were utilizing the training they had received from their Norwegian fathers in making attractive and salable woodenware, and those of another group were developing and producing wooden novelties and toys, which they were successfully marketing.

A canning society had been experimenting with frozen-pack fruits, with which it had been quite successful. Another society, seeing possibilities in soilless or water culture of vegetables, was experimenting with the growing of various kinds of vegetables in this way.

The principal activity of one association in California was finding jobs for its members; at the time of the report these jobs ranged from picking potatoes to shingling a roof. Three other societies also tried to find steady employment or odd jobs for their members, and two of these societies had been able to secure permanent private employment for a certain number.

As an instance of what self-help groups have been able to accomplish, without any monetary assistance from either Federal or State funds, may be cited one association in southern California. This organization was one of the earliest, having started in July 1932. In June 1937 the principal activity was the exchange of labor with local business firms for foodstuffs; other operations included a wood project, salvaging, sewing, and fishing and the smoking of fish.

Labor-exchange arrangements had produced for members' consumption day-old bread, in return for labor on the grounds around a bakery; unsold milk, in return for assistance in nontechnical dairy operations and plant maintenance; and shelf-worn and damaged packages of breakfast foods, in return for various services to a local wholesaler. Through other agreements, members received hospitalization, maternity service, and other medical care from a hospital, and haircuts from a barber in the community.

An employment agency was operated by the unit, and because of its active efforts and frequent favorable publicity given by the local newspapers, many temporary and a number of permanent jobs had been found for qualified members. (At the time of the study the membership of the group included skilled workers in almost every

ordinary trade.) It was reported that labor-exchange contacts with local firms had resulted, in a number of cases, in permanent jobs for the members assigned to duty there.

Salvaging operations included the collection of clothing, and collection and bundling of old newspapers for sale to a company manufacturing celluloid dolls. Wood from the wreckage of movie sets had been given to the group by the studios in Culver City, and some had also been obtained from wrecking old buildings in Santa Monica. It was estimated that approximately 65,000 feet of such lumber had been handled by the unit since its organization, in addition to about 1,000 loads of kindling. A certain amount of hardwood had also been secured by removing unwanted trees for local residents. With two gasoline-powered saws the logs were cut into sections, then split by hand into desired sizes. The winter of 1936-37 having been unusually cold, the group was able to sell practically all of the wood not needed by the members.

In the sewing room, operated by a force of about 20 women, pillows, rag rugs, and quilts were made from salvaged cloth. This section also reconditioned and repaired the clothing collected by the salvage division of the organization.

The group's kitchen furnished noon meals to from 50 to 75 persons daily, and to about 25 each morning and evening. The unit had acquired a fishing boat which made two fishing trips each week in order to keep the commissary and the kitchen supplied with fresh fish. Any part of the catch not used immediately was salted or smoked for future use. A certain amount of fish was also smoked for nonmember fishermen, on shares.

In 1936, the group handled a total of approximately 515,000 pounds of foodstuffs and served nearly 30,000 meals, on a total cash income of only \$1,921, obtained mainly from the sale of salvaged newspapers and wood. By its various activities the organization was able to supply in fairly adequate quantities the perishable goods (such as fruits, vegetables, and milk) needed by more than 100 members and their families; it had not been so successful in securing meats and staple groceries. Several members told the Bureau's investigator that every bit of clothing they were wearing had been obtained through the association.

Sleeping quarters were furnished to 18 single men in one of the unit's buildings and in a large tent; in return for the use of these quarters the men contributed to the organization 10 percent of whatever they were able to earn on outside jobs obtained for them by the unit.

The group's activities were carried on in quarters formerly occupied by a lumber company, which the self-help group had obtained free; these consisted of a small office building and in its rear a series of low buildings which housed the commissary, sewing room, newspaper

salvage room, dormitory, combination garage and machine shop, etc. One small frame building contained a library of some 3,000 volumes which the unit had accumulated through its salvage activities.

The various kinds of activities engaged in by the self-help cooperatives reporting to the Bureau are shown in table 1.

TABLE 1.—Activities of Self-Help Cooperatives

Activity	Number of projects		Activity	Number of projects	
	Main activity	Auxiliary activity		Main activity	Auxiliary activity
All projects.....	145	207	Handicraft production.....		1
Adobe projects.....		1	Hauling.....	3	4
Automobile repair work.....		1	House building.....	1	
Bakeries.....	5	3	Kitchens.....		19
Barber shops.....		1	Knitting mills.....	1	
Battery manufacture.....	1		Labor exchange.....	21	13
Beauty shops.....		1	Laundries.....	1	1
Box factories.....		1	Lime kilns.....	1	
Broom making.....		1	Logging and lumbering.....	13	1
Canning.....	16	10	Machine shops.....		1
Carpenter shops.....		1	Oil reclamation.....		1
Celery bleachers manufacture.....	2		Olive-oil extraction.....		1
Cleaning.....		2	Poultry raising.....	1	1
Clothing manufacture:			Printing.....	2	1
Men's clothing.....	3	2	Rabbit breeding.....	2	
Women's clothing.....	3	4	Restaurants.....	2	
Coal mining.....	1		Retail stores.....	1	10
Coal yards.....		2	Rug weaving.....	1	1
Commissaries.....		22	Salvage.....	2	12
Dairying.....	3	1	Sewing.....	5	20
Dormitories.....		4	Shingle mills.....	2	
Electric-blanket manufacture.....	1		Shoe repairing.....	1	3
Electrical repair work.....		1	Soap manufacture.....	1	1
Employment agencies.....	1	3	Stock raising.....		3
Farming and gardening.....	27	21	Syrup manufacture.....	1	
Fishing.....		2	Tailoring.....	1	
Furniture manufacture and repair.....	3	1	Water culture of vegetables.....		1
Garages.....		1	Weed burning.....		9
Glazing.....		1	Wholesale.....	1	
			Wood cutting.....	13	16
			Wood products.....	2	

Year and Form of Organization

Most of the 145 self-help associations for which information was received had been organized during the period from 1932 to 1936, one-fourth (36) being formed in 1932. One association, however, dated back to 1923,¹ one was organized in 1930, and six in 1931. The oldest organization, therefore, had been in existence for 14 years. The average age of all the associations was 3½ years.

The number of the reporting self-help cooperatives which were organized in each year was as follows:

	Number of associations		Number of associations
1923.....	1	1934.....	22
1930.....	1	1935.....	20
1931.....	6	1936.....	¹ 28
1932.....	36	Year not reported.....	6
1933.....	25		

¹ Includes 12 associations in Idaho under the reorganization program initiated Jan. 1, 1936.

² This was originally a workers' productive enterprise which later joined the self-help movement.

Practically all the reporting self-help cooperatives were autonomous groups, owned and controlled by the members. They operated on the principle of one vote per member and only three associations permitted proxy voting.

Only one-fifth (30) of the 145 associations covered by the Bureau's survey were incorporated; 8 of these were formed as nonprofit corporations. The incorporated associations were distributed geographically as follows:

	<i>Number of associations</i>		<i>Number of associations</i>
California.....	9	Utah.....	7
District of Columbia.....	1	Virginia.....	1
Iowa.....	1	Washington.....	6
Michigan.....	1	Wisconsin.....	1
Missouri.....	3		

One association, it was reported, was set up as a common-law trust, with control in the board of trustees, but with members voting on certain matters.

In California the most common form of government was a board of directors ranging from 3 to 13, elected in most cases annually or semi-annually. In one association the term of office was 3 years; in another, although the term was only 1 month, actually few changes in officers occurred. A manager and secretary directed three associations; these were elective officials in two associations, and in the third the manager was elected and he appointed the secretary. The turnover in management personnel was generally high, only a few associations having had practically no changes. Membership meetings, usually held monthly or semimonthly, were fairly well attended as a rule. Seven associations had had nearly 100 percent attendance.

Membership

RESTRICTIONS ON MEMBERSHIP

The majority of the self-help associations covered by the survey had no limitations on membership. A few associations, however, did impose certain restrictions. Three had a racial qualification, requiring that members must be Caucasian or white. Citizenship was a requisite in two associations (in one members must also be law abiding), and loyalty to the Constitution in one association. Other requirements were good reputation (two societies), belief in cooperation (one society), cooperative mindedness (one society), ability and willingness to work (two societies), physical fitness (one society), and not members of another society (two societies). Drunkenness was cause for exclusion by one unit. Three associations limited their membership to those who were unemployed or had insufficient or low (less than \$100 per month) income. The productive groups sometimes limited the membership to those for whom work could be provided

(seven societies), to those with the requisite occupational skill (three societies), or to a certain number (in five societies to 20, 25, 200, 201, and 250, respectively).

New members were not being encouraged or taken in, in two associations. One society in California and one in Colorado imposed a 30-day probationary period before active membership could be acquired. The California society also provided for associate or non-working members, who might share in the distribution of available commodities, on payment of \$1 per month. A society in Utah stated that it had different classes of members but did not specify what they were.

Only three societies charged a membership fee (25 cents, 50 cents, and \$1, respectively); four societies had monthly dues of 25 cents, which in practice, however, were remitted if the member was unable to pay. In one society the wife of a member was permitted to join on payment of dues of 10 cents a month.

MEMBERSHIP IN 1936

An aggregate membership of 4,429 was reported by 140 self-help cooperatives, over one-half of which was in the California associations (2,336). Virginia with 753 members (17 percent) and Washington with 429 members (10 percent) ranked next in membership. The labor-exchange, farming and gardening, and canning associations reported the largest membership—1,523, 823, and 590, respectively.

The membership of the self-help associations reporting on this point, classified by main activities of the associations, is shown in table 2.

TABLE 2.—Membership of Self-Help Cooperative Associations in 1936, by Main Activity

Main activity	Num- ber of associa- tions	Num- ber of mem- bers	Main activity	Num- ber of associa- tions	Num- ber of mem- bers
All associations.....	145	¹ 4, 429	Laundries.....	1	⁽⁵⁾
Bakeries.....	5	106	Lime kilns.....	1	54
Battery manufacture.....	1	19	Logging and lumbering.....	13	⁶ 119
Canning.....	16	590	Poultry raising.....	1	18
Celery bleachers manufacture.....	2	72	Printing.....	2	8
Clothing manufacture:			Rabbit breeding.....	2	18
Men's clothing.....	3	85	Restaurants.....	2	⁷ 11
Women's clothing.....	3	71	Retail stores.....	1	26
Coal mining.....	1	50	Rug weaving.....	1	9
Dairying.....	3	² 35	Salvage.....	2	98
Electric-blanket manufacture.....	1	40	Sewing.....	5	118
Employment agencies.....	1	16	Shingle mills.....	2	88
Farming and gardening.....	27	³ 823	Shoe repairing.....	1	24
Furniture manufacture and repair.....	3	42	Soap manufacture.....	1	36
Hauling.....	3	² 12	Syrup manufacture.....	1	15
House building.....	1	60	Tailoring.....	1	14
Knitting mills.....	1	5	Wholesaling.....	1	⁸ 20
Labor exchange.....	21	⁴ 1, 523	Wood cutting.....	13	⁹ 116
			Wood products.....	2	12

¹ 140 societies, including 1 wholesale with 20 member societies. Total membership includes 76 members of 13 societies for which individual society membership was not reported.

² 2 societies.

³ Not reported.

⁸ Member societies.

³ 25 societies.

⁶ 6 societies.

⁹ 9 societies.

⁴ 20 societies.

⁷ 1 society.

SIZE OF ASSOCIATIONS

The self-help cooperatives covered by the Bureau survey varied greatly in size, those reporting membership having a range of from 3 to 753 members. Almost three-quarters (72 percent) of the associations, however, were composed of between 10 and 50 members. Many of the smallest groups were engaged in an activity which required a certain skill, such as printing, rug weaving, the making of wood products, hauling, furniture manufacture, etc. The five associations which had a membership of 100 or over were engaged mainly in farming and gardening and various activities connected with the exchange of labor for commodities and services. Classified by size, the number of associations in the different classes was as follows:

	<i>Number of associations</i>
Under 10 members.....	17
10 and under 25 members.....	53
25 and under 50 members.....	38
50 and under 100 members.....	14
100 members and over.....	5

COMPOSITION OF MEMBERSHIP

Age, sex, occupational, and other characteristics of the members of self-help cooperatives are available for two States—California and Washington—in both cases as of June 1937.⁴

The majority of the members of the reporting self-help groups in California were white, though a few groups were composed of Negroes and there were Mexicans and Negroes in other groups. In Washington the membership reported was preponderantly native, but only one member in seven was born in the State. The average member had lived there half of his life.

Middle-aged or elderly persons formed the major part of the California membership. The average age of the members was around 50 years, though the range was from 18 to 80 years. The membership of a few groups, however, was predominantly young, and there was a scattering of young persons in the other groups. The predominance of middle-aged and elderly members, some groups reported, was due to the fact that younger persons who had formerly been members had obtained private employment or work on W. P. A. projects, and others that persons handicapped by age and other infirmities found it almost impossible to obtain outside employment. The members of the Washington associations which reported were mostly in the middle-aged class, only a few being under 25 or over 65. The California membership was about evenly divided between men and women, with a slight preponderance of men in the groups engaging in productive work. In Washington, however, the men outnumbered the women nine to two.

⁴ Data for Washington are from the Coordinator (Washington State Department of Social Security), August 1937, p. 8.

Occupationally, about 38 percent of the members of the reporting associations in California which engaged in productive work were skilled and professional workers, 14 percent were unskilled workers, 12 percent were farmers, and 36 percent were housewives. In one large association engaged principally in the exchange of labor for commodities, approximately 60 percent of the members were unskilled workers and housewives and 40 percent skilled and professional workers and farmers. In the other reporting societies approximately 50 percent of the men were skilled workers and 50 percent were unskilled workers and farmers. There were practically no white-collar or professional workers. Most of the women were housewives. Except in the associations engaged in productive work, which had recently weeded out those unable to work because of age or disability, a large proportion of the members were disqualified for private employment because of physical handicaps or age.

In the Washington associations, skilled, semiskilled, and unskilled workers and farmers were about equally represented in the membership. Half of the women were housewives. Less than one-seventh of the members had physical disabilities which would militate against their seeking private employment and most of these were curable.

Statistics of Operation

ASSETS AND NET WORTH

Aggregate assets of \$541,538 were reported by 98 associations. Over four-fifths of this amount was reported by the associations in California (\$294,554), Washington (\$87,585), and Idaho (\$61,490). The California associations reported, in addition, machinery and equipment, purchased from Federal and State grants, to the value of \$62,059. The associations engaged in canning, farming and gardening, and logging and lumbering as their main activity had the largest assets—\$160,284, \$92,965, and \$38,403, respectively.

Net worth (paid-in capital, surplus, surplus reserves, and undivided earnings) to the amount of \$144,974 was reported by 77 associations, the California associations leading, with \$67,592, followed by the Idaho associations with \$34,436. Classified by main activity, the societies engaged in canning ranked first (\$25,683), and those doing farming and gardening next (\$20,893).

VALUE OF PRODUCTS OR SERVICES

A total production of \$396,975 in the year 1936 was reported by 76 self-help associations. Some of the associations stated that the amount reported did not include products exchanged for labor, others that it represented cash sales only, and still others that it represented the estimated cash value of their production. The California, Idaho, and Washington associations led in value of production—\$168,854,

\$76,881, and \$62,111 respectively. Sixty percent of the aggregate production was reported by associations whose main activity was canning (\$98,892), exchange of labor for commodities (\$64,521), and logging and lumbering (\$57,926). The following products, as to which no estimate of the value was made, were also reported by four associations, whose main activity was canning, house building, lime kiln, and logging and lumbering, respectively: 40,000 quarts of canned food products; construction of eight houses; 16,000 adobe bricks; 1,083,080 feet of lumber and 1,536,560 feet of logs.

EARNINGS OF MEMBERS

Aggregate earnings of members were reported by only 34 associations. These groups reported a total of \$140,453 earned by their members in 1936, either in cash or its equivalent in scrip. The highest group totals were reported by associations engaging mainly in exchange of labor (\$46,250) and logging and lumbering (\$29,171).

Table 3 shows the aggregate assets, net worth, value of products or services, and earnings of the associations reporting on these points.

TABLE 3.—*Assets, Net Worth, Value of Products, and Earnings of Members of Self-Help Cooperatives, 1936, by State and Main Activity*¹

State and main activity	Assets		Net worth		Value of products or services		Aggregate earnings of members	
	Asso- cia- tions re- port- ing	Amount	Asso- cia- tions re- port- ing	Amount	Asso- cia- tions re- port- ing	Amount	Asso- cia- tions re- port- ing	Amount
All States.....	98	\$541,538	77	\$144,974	76	\$396,975	34	\$140,453
Bakeries.....	4	13,986	4	4,151				
Battery manufacture.....	1	2,735	1	2,071				
Canning.....	14	160,284	11	25,683	8	98,892	5	19,334
Celery bleachers.....					1	999		
Clothing manufacture:								
Men's.....	3	10,818	3	4,950	1	3,700		
Women's.....	3	5,060	3	2,129				
Coal mining.....	1	9,174	1	3,194	1	9,477	1	7,386
Dairying.....	2	31,126	2	5,437			1	2,340
Farming and gardening.....	22	92,965	19	20,893	10	27,642	1	5,759
Furniture manufacture and re- pairing.....	3	8,699	3	4,197	1	2,031	1	1,403
Hauling.....	3	15,687	3	9,746	1	3,724		
House building.....	1	2,000						
Knitting mills.....					1	4,100		
Labor exchange.....	2	4,927	1	3,918	13	64,521	2	46,250
Lime kilns.....	1	1,200	1	800	1	1,340	1	300
Logging and lumbering.....	7	38,403	6	3,327	10	57,926	8	29,171
Poultry raising.....	1	156			1	1,985		
Printing.....	2	5,187	2	3,217	1	2,234		
Rabbit breeding.....	2	6,208	1	1,804	1	2,828		
Restaurants.....					2	3,232	1	950
Retail stores.....	1	500			1	6,000		
Rug weaving.....	1	3,084	1	196	1	1,739	1	525
Salvage.....	1	1,000	1	1,000	2	2,476		
Sewing.....					4	3,475	1	1,513
Shoe repairing.....	1	3,385	1	858				
Soap manufacture.....	1	10,897	1	9,739	1	22,100		
Sirup manufacture.....	1	5,179	1	1,369	1	8,553		
Tailoring.....	1	700			1	3,640		

¹ Data are for all business of societies—both main and auxiliary activities.

² Deficit.

TABLE 3.—Assets, Net Worth, Value of Products, and Earnings of Members of Self-Help Cooperatives, 1936, by State and Main Activity—Continued

State and main activity	Assets		Net worth		Value of products or services		Aggregate earnings of members	
	Asso- cia- tions re- port- ing	Amount	Asso- cia- tions re- port- ing	Amount	Asso- cia- tions re- port- ing	Amount	Asso- cia- tions re- port- ing	Amount
All States—Continued.								
Wholesaling.....	1	\$28,392	1	\$9,652	1	\$22,168		
Wood cutting.....	7	22,580	2	1,582	3	7,596	3	\$2,429
Wood products.....	2	3,412	2 ¹	511	2	923	2	585
Business not specified.....	9	53,794	6	31,822	6	33,674	6	22,508
California.....	59	294,554	49	67,592	39	168,854	3	16,659
Bakeries.....	4	13,986	4	4,151				
Battery manufacture.....	1	2,735	1	2,071				
Canning.....	8	111,450	6	14,052	5	74,405	1	12,806
Celery bleachers manufacture.....					1	999		
Clothing manufacture:								
Men's.....	3	10,818	3	4,950	1	3,700		
Women's.....	3	5,060	3	2,129				
Dairying.....	2	31,126	2	5,437			1	2,340
Farming and gardening.....	18	54,432	16	4,081	7	21,709		
Furniture manufacture.....	2	6,851	2	3,500				
Hauling.....	3	15,687	3	9,746	1	3,724		
Labor exchange.....	2	4,927	1	3,918	10	10,594		
Poultry raising.....	1	156			1	1,985		
Printing.....	2	5,187	2	3,217	1	2,234		
Rabbit breeding.....	2	6,208	1	1,804	1	2,828		
Restaurants.....					1	432		
Retail stores.....	1	500			1	6,000		
Salvage.....	1	1,000	1	1,000	2	2,476		
Sewing.....					4	3,475	1	1,513
Shoe repairing.....	1	3,385	1	858				
Soap manufacture.....	1	10,897	1	9,739	1	22,100		
Sirup manufacturing.....	1	5,179	1	1,369	1	8,553		
Tailoring.....	1	700			1	3,640		
Wood cutting.....	2	4,270	1	1,428				
Colorado: Logging and lumbering.....					1	8,229		
District of Columbia: Farming and gardening.....	1	23,409	1	17,611	1	1,160		
Idaho.....	14	61,490	9	34,436	14	76,881	14	45,251
House building.....	1	2,000			(3)	(3)		
Labor exchange.....					1	4,387	1	2,710
Logging and lumbering.....	2	4,910	2	2,460	4	33,620	4	17,943
Restaurant.....					1	2,800	1	950
Wood cutting.....	2	786	1	154	2	2,400	2	1,140
Business not specified.....	9	53,794	6	31,822	6	33,674	6	22,508
Iowa: Canning.....	1	6,485	1	5,842	(4)	(4)		
Missouri.....	3	37,124	3	4,201	1	2,773	1	5,759
Canning.....	1	25,000	1	5,000				
Farming and gardening.....	2	12,124	2	799	1	2,773	1	5,759
New York: Farming and gardening.....	1	3,000			1	2,000		
Pennsylvania: Labor exchange.....					1	6,000		
Utah.....	7	27,891	7	10,988	6	25,427	5	12,205
Canning.....	2	3,925	2	1,425	1	10,000	1	1,980
Coal mining.....	1	9,174	1	3,194	1	9,477	1	7,386
Lime kilns.....	1	1,200	1	800	1	1,340	1	300
Logging and lumbering.....	3	13,592	3	5,569	3	4,610	2	2,539
Virginia: Labor exchange.....					1	43,540	1	43,540
Washington.....	12	87,585	7	4,304	11	62,111	10	17,039
Canning.....	2	13,424	1	636	2	14,487	3	4,548
Furniture manufacture.....	1	1,848	1	697	1	2,031	1	1,403
Knitting mills.....					1	4,100		
Logging and lumbering.....	2	19,901	1	4,702	2	11,467	2	8,689
Rug weaving.....	1	3,084	1	196	1	1,739	1	525
Wholesaling.....	1	28,392	1	9,652	1	22,168		
Wood cutting.....	3	17,524			1	5,196	1	1,289
Wood products.....	2	3,412	2	511	2	923	2	585

² Deficit.³ 8 houses built by 1 society.⁴ 1 society produced 40,000 quarts of canned food products.⁵ Also 16,000 adobe bricks.⁶ 1 additional society produced 1,083,080 feet of lumber and 1,536,560 feet of logs.

Audits

Sixty percent of the associations surveyed reported that audits of their books were made regularly. Of the 87 associations reporting regular audits, 12 stated the audits were made by their own committees, 19 that they employed independent accountants, and 50 that State officials made the audits. In two of these associations the books were audited by both a committee and a State official.

Marketing of Products

In three States most of the self-help groups marketed their products or disposed of their surplus commodities through a central organization. These States were California, Utah, and Washington. The Northern Pacific Cooperative Wholesale, which served the self-help associations in Washington, was organized in the early part of 1936 to aid these associations in their production and marketing activities. Although it operated on a cash basis, it also acted as a clearing house for the exchange of commodities among various groups, and in many instances rendered short-term financial assistance, making advances against equipment being purchased or on production stocks.

In Utah a State-sponsored wholesale was the medium through which the self-help associations disposed of their products. This central organization not only marketed the products of the member associations but supplied the consumer demands of its members, first from goods received from other members, then from cooperatives in other States, and finally, if necessary, by purchase on the open market. To supplement the limited funds of its members, a system of "warehouse receipts" in various denominations was adopted for use in transactions with it.

In California, the marketing or distribution of surplus commodities produced by the self-help cooperatives in 1936 was conducted in large measure through two warehouses, one under the supervision of the Los Angeles County Department of Rehabilitation and the other maintained by the State relief administration. Through the county warehouse, or "commodity bank," the self-help associations of the county exchanged commodities and labor for other commodities. The State warehouse facilitated the exchange of products between associations, and received goods in payment of State loans to individual associations.

In all three of these States a certain proportion of the products of the self-help cooperatives was marketed through private and other sources. In the other States marketing was mainly through cooperative and private channels. Only one association reported marketing any of its products through trade-unions. A few disposed of their products through State and Federal relief agencies.

Employment and Labor Policies

Information as to the amount of work furnished by self-help cooperatives was available only for associations in Idaho and Virginia. During 1936 the 14 Idaho self-help cooperatives furnished 136,117 man-hours of work to their members. Employment for its members to the extent of 349,766 man-hours was provided by a Virginia self-help association.

In most of the self-help cooperatives every member was a worker. In fact, the California associations generally required a minimum of 2 days' work (16 hours) each week, or 64 hours' work a month, for a person to retain his membership. Some associations designated the days on which a member must work, but in most cases the choice was left to the member. Members could work additional time as and when they wished or when more work was available, as most self-help groups were not able to provide full employment. The average time worked, however, was usually much higher than the minimum required.

In only eight of the associations covered by the Bureau survey was the number of member workers reported smaller than the full membership. Four of these associations were engaged in canning as their main activity, and one each in coal mining, electric-blanket manufacturing, farming and gardening, and logging and lumbering. The number of members and of member workers in these associations were as follows:

	Members	Member workers
Canning-----	132	64
Coal mining-----	50	18
Electric-blanket manufacture-----	40	6
Farming and gardening-----	64	40
Logging and lumbering-----	16	12

Six associations engaged in productive enterprises had nonmember employees, probably because of the seasonal nature of the employment or the kind of skill required. The main activity of these associations and the number of nonmember employees were as follows: Canning (2 associations), 26; coal mining, 2; dairying, 2; farming and gardening, 6; and logging and lumbering, 6.

The 8-hour day was the most common working day in California, being reported by three-fifths of the 92 associations; the others had working days ranging from 4 to 9 hours. Approximately half of the associations either had a 5-day week or had shorter hours on Saturday. A small number of associations had irregular hours.

Associations in the other States reported working days and weeks of varying length. A Washington association had a working week of 17 hours, one each in Colorado and Washington had a week of 30 hours, and two in Utah of 36 and 40 hours, respectively. Three associations reported a 5-day week and five a 4-hour day on Saturday.

A 6-day week was usual with the other associations. An 8-hour day was reported by one association each in the District of Columbia, Iowa, New York, and Virginia, three associations in Utah, and six in Washington. A 6-hour day was usual in two associations in Washington, and a 10-hour day in an association in Missouri.

REMUNERATION OF MEMBERS

Members of self-help cooperatives whose main activity was the exchange of labor were usually paid in commodities; where certain activities, such as weed burning, brought in some cash, such proceeds also might be divided among the workers. Distribution of commodities was usually on the basis of need, though in some cases a member was given all he wanted, or there was an equal distribution among members. Meals were frequently served to members on the days on which they worked and sometimes lodging was furnished.

One association in California remunerated its members who were on relief in commodities and the others partly in cash and partly in commodities. Three associations in that State used the point system, paying a certain number of points (60 or 100) per hour and redeeming them in commodities. An association in Virginia used the scrip system, which is similar in operation except for the issuance of scrip as an evidence of hours of work performed.

Estimates of the value of the commodities received in individual associations ranged from 10 to 50 cents per hour and from \$2 to \$5 per week. The earnings of members engaged in weed burning at certain times of the year averaged in one society in California \$12 per week. The members of another society, where union wages were credited for work performed and earnings were distributed pro rata, earned from \$2 to \$16 per week. An association in Utah reported that it paid union wages, two associations in California that they paid W. P. A. wages, and one in Washington that members received the "going" wage for their work. A piece-work system of remuneration was utilized by a Washington group.

Social and Other Activities

About one-quarter of the self-help cooperatives reporting stated that they carried on social activities of various kinds, the most popular of which seemed to be parties, picnics, dinners, and dances. The majority of the associations, however, reported that they carried on no social activities whatever, though some were planning to do so.

Two associations had quite a program of social affairs. An association in Iowa listed educational talks on cooperatives at the monthly membership meetings, weekly dances, plays, and lunches, ladies' aid society meetings, birthday parties, picnics, and baby showers. Music played quite a part in the recreational activities of a Virginia associa-

tion; its glee club held regular weekly meetings and also gave special programs. Two W. P. A. music instructors helped to make the daily recreation hour more enjoyable and provided individual piano lessons for all who desired them. Parties, picnics, entertainments, special holiday programs, forums for young people, and a baseball team were also included in the recreational program of this association. The association also conducted educational classes for young persons. Through the cooperation of a medical college it also secured medical services for members and their families.

Other associations reported one or more of the following activities: Birthday, card, ice-cream, and other parties and socials, potluck suppers, dinners and steak bakes, picnics, dances, entertainments, concerts, plays, and lectures. A few organizations reported that parties and socials were given to raise money. Others stated that potluck dinners and socials were held in connection with monthly membership meetings and the attendance was increased thereby. A society in Utah had weekly educational classes, and one in Washington had a study club.

INDUSTRIAL INJURIES IN THE UNITED STATES DURING 1936

By MAX D. KOSSORIS and SWEN KJAER, *U. S. Bureau of Labor Statistics*

Summary

OF EVERY million workers employed during 1936, 430 were killed, 1,790 permanently crippled, and 35,800 temporarily disabled, according to estimates of the Bureau of Labor Statistics. The total accident toll, disregarding injuries which required only medical attention but did not involve inability to continue at work, is estimated at 16,000 deaths, 66,200 permanent injuries, and 1,325,000 temporary total disabilities.

These estimates are based in part on a survey which included nearly 24,000 establishments with more than 4½ million workers in 80 industries, and in part on data available from other governmental sources. The general estimates include industries engaged in manufacturing, trade (both wholesale and retail), public utilities, construction, railroads, miscellaneous transportation, mining and quarrying (including petroleum production), miscellaneous business services, and agriculture.

The construction industry appears to be by far the most hazardous of the industry groups listed. Practically one out of every four workers, on the average, had a disabling injury during the year. Similarly outstanding is the fact that this industry had much the highest ratios of fatal and permanently disabling injuries. Next in rank of hazard was mining and quarrying (including the production of petroleum), with an injury ratio of about 1 out of every 10 workers. Here too the ratio of fatal and disabling injuries was high. Transportation, exclusive of railroads, ranked third, and manufacturing fourth, in terms of injuries per million workers. Although the fatality rate for manufacturing ranked eighth, its permanent-injury rate was the third highest. The public-utilities group, which includes electricity, gas, and telephone and telegraph, had the lowest number of disabling injuries, whereas the trade group had the lowest ratio of fatal and permanent injuries. The estimates include only disabling injuries, which are defined as those causing disability beyond the day or work shift during which the injury occurred.

For all 80 industries studied, the average number of disabling injuries per million employee-hours worked was 36.80, and the average time loss per 1,000 hours worked was 5.63 days. For the entire survey

group, there were 1,063 deaths, 74 instances of permanent injury resulting in total disability, 10,540 cases of permanent injury resulting in partial disability, and 142,769 cases of temporary total disability. The time loss of nearly 20 million days amounted to an average time loss of nearly $4\frac{1}{2}$ days for every worker employed during the year in the establishments studied.

Of the industries surveyed, the industry group with the highest number of disabling injuries per million employee-hours was construction, with a frequency rate of 156.80. In this group, the branch of heavy engineering and railroad construction had the very high frequency rate of 201.67, coupled with the unusually high severity rate (i. e., days lost per 1,000 employee-hours) of 46.70.

Among individual industries, the range in the frequency rate was very large, varying from a high of 201.67 in heavy construction to a low of 4.52 for tobacco products. Industries notable for high frequency rates, were in order of size of rates, highway construction, 155.69; building construction, 121.46; logging, 100.28; sawmills, 63.67; sugar refining, 44.53; fertilizer manufacturing, 41.12; brick, tile, and terra-cotta production, 38.52; planing mills, 33.74; and structural and ornamental iron work, 32.28.

At the other end of the scale were a number of industries with low frequency rates. The lowest rate, 4.52, was experienced by the tobacco-products industry. Other industries with low frequency rates were women's clothing manufacturing, with a rate of 5.20; radio and phonograph manufacturing, 5.46; men's clothing manufacturing, 5.70; knit-goods manufacturing, 5.83; nonferrous smelting and refining, 6.42; cement mills, 6.66; and book and job printing, 6.68.

The reports of the individual establishments show that a considerable number of the reporting establishments were able to go through the entire year with no or few disabling accidents, while others in the same industry, with essentially the same hazards and about the same number of employees or fewer, experienced a considerable number of such accidents. The data clearly indicate that most accidents can be prevented, and that the tremendous loss of life, limb, and working time is a challenge which management and labor should not ignore.

Estimates of Disabling Industrial Injuries during 1936

In table 1 are shown the estimates by extent of disability for major industry groups. As already explained, these estimates are based in part on data collected in a survey covering nearly 24,000 establishments in 80 industries, and in part on data gathered from other governmental sources. Because for some of the groups the estimates are well founded and in others are based only on fragmentary data, footnotes have been supplied to permit an appraisal of the reliability of individual estimates.

TABLE 1.—Estimated Number of Disabling Industrial Injuries During 1936

Industry group	Extent of disability			
	Total	Fatal	Permanent total and permanent partial	Temporary total
All industries.....	1,407,200	16,000	66,200	1,325,000
Manufacturing ¹	311,600	2,100	21,200	288,300
Trade, wholesale and retail ²	133,000	600	1,700	130,700
Public utilities ³	13,700	300	400	13,000
Construction ²	283,900	2,700	15,400	265,800
Railroads ⁴	37,800	800	1,200	35,800
Miscellaneous transportation ³	27,500	600	1,100	25,800
Mining and quarrying (including petroleum products) ¹	103,100	1,700	3,400	98,000
Miscellaneous services ³	232,000	1,700	15,700	214,600
Agriculture ²	264,600	5,500	6,100	253,000

¹ Estimates based on comprehensive sample studies.² Estimate based on fragmentary data.³ Estimates based on small sample studies.⁴ Estimates based on Interstate Commerce Commission data.

Indicative of the relative hazards in each of these groups are the data in table 2, showing, per million employees, the estimated disabilities in terms of fatalities, permanent injuries, and temporary total disabilities.

TABLE 2.—Estimated Number of Industrial Injuries per Million Workers, by Industry Group and Type of Disability, 1936

Industry group	Extent of disability			
	Total	Fatal	Permanent	Temporary total
All industries.....	38,020	430	1,790	35,800
Manufacturing.....	35,240	240	2,400	32,600
Trade, wholesale and retail.....	23,850	110	340	23,400
Public utilities.....	15,490	340	450	14,700
Construction.....	231,040	2,200	12,540	216,300
Railroads.....	32,740	700	1,040	31,000
Miscellaneous transportation.....	38,590	840	1,550	36,200
Mining and quarrying (including petroleum products).....	108,040	1,780	3,560	102,700
Miscellaneous business services.....	33,650	250	2,300	31,100
Agriculture.....	24,370	510	560	23,300

Survey Data

The 1936 survey disclosed for the entire group of 80 industries, a frequency rate (i. e., average number of disabling injuries per million hours worked) of 36.80. The severity rate (or average number of days of disability per 1,000 hours) was 5.63. These rates were weighted by employment, so as to give to each industry's experience the proper importance. For all establishments surveyed, there were 1,063 deaths, 74 permanent total disabilities, 10,540 permanent partial disabilities, and 142,769 temporary total disabilities. The total time loss was nearly 20 million days. In arriving at this figure, the standard

time losses for deaths and permanent injuries were charged.¹ An important deviation from the past practice of the Bureau of Labor Statistics was the inclusion not only of wage earners but of all employees in the survey. This change, which probably will result in somewhat lower injury rates because of the inclusion of employments not generally so hazardous as those of plant employees, brings the Bureau's figures into conformity with the adopted American Standard Method of Compiling Industrial Injury Rates.¹

MANUFACTURING INDUSTRIES

Sixty-six of the industries covered were in manufacturing. The industry classification followed closely that of the Census Bureau and was arranged according to major groups and subgroups. For all manufacturing industries surveyed, the weighted frequency and severity rates were 16.61 and 2.08, respectively. For nearly every group shown, the coverage in the survey (in terms of employment) was 40 percent or more of the total for the industry in the United States. In some of the industries with a lower percentage, either the number of employees surveyed was so large, or the percentage was so close to 40, that it was deemed satisfactory to list them. All other industries were grouped "not elsewhere classified," under the proper major group. The data for temporary total disabilities include estimates for a number of States in which disabilities of less than a given duration—most frequently 7 days—either are not required to be reported to the State agencies administering workmen's compensation laws, or if reported, have not been tabulated and consequently were not available to the Bureau of Labor Statistics.

The chemical products industries, as a group, had frequency and severity rates of 12.69 and 2.49, respectively. By far the highest frequency rate, 41.12, was experienced in the fertilizer industry which also had the high severity rate of 4.32. The paints and varnishes industry had the second highest frequency rate, 13.99.

The frequency and severity rates for the food products group were 21.38 and 2.32. Both the highest frequency and highest severity rates are shown for sugar refining, 44.53 and 3.37. The next largest frequency rate, 26.69, nearly half that of sugar refining, was for slaughtering and meat packing. The "not elsewhere classified" group, although small, had the high frequency rate of 36.56.

For the iron and steel products group, the frequency rate was 18.50, and the severity rate 2.24. The rates for the iron and steel industry itself were 16.93 for frequency and 2.13 for severity. The highest frequency and severity rates in the group were for structural and ornamental iron work, 32.28 and 4.91, respectively.

¹ See American Standards Association, American Standard Method of Compiling Industrial Injury Rates, New York, 1937.

TABLE 3.—Industrial Injury Rates for 23,847 Establishments, 1936

Industry	Number of establishments	Employee-hours worked	Total disabling injuries	Total time lost (days)	Frequency rate	Severity rate
Total.....	23,847	9,318,786,997	154,446	19,558,547	136.80	15.63
<i>Manufacturing</i>						
Total manufacturing.....	21,133	8,696,827,863	144,917	17,818,190	16.61	12.08
Chemical products.....	1,741	481,301,285	6,238	1,208,717	12.69	12.49
Druggist preparations.....	193	45,578,150	296	47,286	6.49	1.04
Explosives.....	33	13,913,350	92	60,364	6.61	4.34
Fertilizers.....	585	28,232,559	1,161	121,982	41.12	4.32
Paints and varnishes.....	400	49,253,191	689	149,680	13.99	3.04
Petroleum refining.....	103	111,527,321	1,284	289,626	11.51	2.60
Rayon and allied products.....	15	44,985,262	430	44,350	9.56	.99
Soap.....	85	34,262,829	280	69,616	8.17	2.03
Not elsewhere classified.....	327	153,548,623	2,006	425,813	13.06	2.77
Food products.....	2,204	645,273,218	15,334	1,590,934	21.38	12.32
Baking.....	540	108,543,223	1,850	244,916	17.04	2.26
Canning and preserving.....	474	105,425,162	2,613	221,506	24.79	2.10
Confectionery.....	249	68,041,202	657	66,712	9.66	.98
Flour, feed, and grain-mill products.....	629	72,200,109	1,800	276,862	24.93	3.83
Slaughtering and meat packing.....	216	252,560,039	6,742	656,073	26.69	2.60
Sugar refining.....	62	33,170,138	1,477	111,929	44.53	3.37
Not elsewhere classified.....	34	5,333,345	195	12,936	36.56	2.43
Iron and steel and their products.....	2,514	1,671,101,140	29,852	3,653,539	18.50	12.24
Iron and steel.....	956	1,178,312,145	19,946	2,506,406	16.93	2.13
Hardware.....	387	108,536,060	1,646	154,170	15.17	1.42
Machine tools.....	161	68,667,019	1,033	96,650	15.04	1.41
Stamped and enameled ware.....	391	135,958,163	2,950	408,587	21.70	3.01
Steam fittings and apparatus.....	182	64,533,578	1,335	141,052	20.69	2.19
Stoves.....	139	59,967,085	1,669	158,152	27.83	2.64
Structural and ornamental iron work.....	254	31,625,339	1,021	155,278	32.28	4.91
Not elsewhere classified.....	44	23,501,751	252	33,244	10.72	1.41
Leather and leather products.....	663	361,336,176	3,900	292,732	10.81	1.81
Leather.....	159	73,034,044	1,310	125,861	17.94	1.72
Boots and shoes.....	488	284,906,974	2,556	166,477	8.97	.58
Not elsewhere classified.....	16	3,395,158	34	394	10.01	.12
Lumber and lumber products.....	2,651	520,900,882	21,095	3,138,073	147.05	17.06
Logging.....	119	32,209,210	3,230	734,416	100.28	22.80
Planing mills.....	759	81,604,853	2,753	439,061	33.74	5.38
Sawmills.....	488	111,149,970	7,077	947,265	63.67	8.52
Furniture.....	871	227,191,078	4,387	577,645	19.31	2.54
Not elsewhere classified.....	414	68,745,771	3,648	439,686	53.07	6.40
Machinery (not transportation).....	3,060	1,292,761,363	22,713	2,644,309	18.15	12.04
Agricultural implements.....	101	120,494,098	2,277	228,093	18.90	1.89
Electrical machinery, apparatus, and supplies.....	286	461,727,048	3,861	554,958	8.36	1.20
Foundry and machine-shop products.....	1,900	513,791,052	13,054	1,392,817	25.41	2.71
Not elsewhere classified.....	773	196,749,165	3,521	468,441	17.90	2.38
Paper and allied products.....	856	343,890,554	7,340	856,930	121.51	12.43
Both paper and pulp.....	316	237,351,007	5,714	668,190	24.07	2.81
Folding boxes.....	217	46,504,050	1,012	91,215	21.76	1.96
Set-up boxes.....	271	45,472,376	420	50,388	9.24	1.11
Not elsewhere classified.....	52	14,563,121	194	47,137	13.32	3.24
Printing and publishing products.....	2,444	337,941,830	2,418	362,143	17.33	11.05
Book and job.....	1,605	178,507,578	1,192	189,487	6.68	1.06
News and periodical.....	707	148,864,080	1,160	156,293	7.79	1.05
Not elsewhere classified.....	132	10,570,172	66	16,363	6.24	1.55
Rubber and rubber products.....	57	165,706,608	2,208	218,467	111.94	11.13
Rubber tires.....	29	112,347,423	1,787	185,243	15.91	1.65
Rubber goods (other than tires).....	24	31,014,661	291	23,510	9.38	.76
Not elsewhere classified.....	4	22,344,524	130	9,714	5.82	.43
Stone, clay, and glass products.....	977	278,994,102	6,018	593,365	122.05	12.23
Brick, tile, and terra cotta.....	600	75,304,618	2,901	223,441	38.52	2.97
Cement.....	112	31,849,221	212	113,880	6.66	3.58
Glass.....	151	128,434,392	2,249	205,583	17.51	1.60
Pottery.....	88	38,946,292	546	42,625	14.02	1.09
Not elsewhere classified.....	26	4,459,579	110	7,836	24.67	1.76

¹ Weighted by employment as shown in Census of Manufactures and Census of Business, 1935, and computed for 1936 by means of indexes of employment of Bureau of Labor Statistics.

TABLE 3.—Industrial Injury Rates for 23,847 Establishments, 1936—Continued

Industry	Number of establishments	Employee-hours worked	Total disabling injuries	Total time lost (days)	Frequency rate	Severity rate
<i>Manufacturing—Continued.</i>						
Textile and textile-mill products.....	3, 222	1, 505, 981, 125	15, 846	1, 455, 680	¹ 8.81	¹ 0.85
Carpets and rugs.....	25	33, 650, 337	312	61, 962	9.27	1.84
Clothing, men's.....	476	117, 699, 211	671	78, 485	5.70	.67
Clothing, women's.....	720	89, 115, 993	463	50, 760	5.20	.57
Cotton goods.....	539	574, 599, 340	7, 836	550, 832	13.64	.96
Dyeing and finishing.....	198	79, 909, 079	1, 112	156, 466	13.92	1.96
Knit goods.....	664	285, 902, 011	1, 667	97, 469	5.83	.34
Silk and rayon products, not elsewhere classified.....	7	3, 337, 401	29	386	8.69	.12
Woolen goods.....	414	252, 836, 059	3, 079	365, 574	12.18	1.45
Not elsewhere classified.....	179	68, 931, 694	677	93, 746	9.82	1.36
Transportation equipment.....	344	854, 285, 620	9, 762	1, 352, 118	¹ 11.83	¹ 1.66
Motor vehicles.....	261	772, 704, 254	8, 102	1, 054, 218	10.49	1.36
Shipbuilding.....	73	74, 484, 530	1, 558	278, 380	20.92	3.74
Not elsewhere classified.....	10	7, 096, 836	102	19, 520	14.37	2.75
Miscellaneous manufacturing.....	400	237, 353, 960	2, 193	451, 183	¹ 7.89	¹ 1.57
Coke ovens ²	32	21, 035, 052	95	69, 004	4.52	3.28
Tobacco products.....	224	88, 849, 726	485	50, 031	5.46	.56
Radio and phonograph.....	69	66, 089, 123	424	70, 814	6.42	1.07
Smelting and refining (nonferrous).....	75	61, 380, 059	1, 189	261, 334	19.37	4.26
<i>Nonmanufacturing</i>						
Construction.....	148	21, 358, 830	3, 349	557, 794	156.80	26.12
Building.....	58	5, 063, 577	615	54, 909	121.46	10.84
Heavy engineering and railroad.....	37	7, 522, 335	1, 517	351, 313	201.67	46.70
Highway.....	47	5, 594, 406	871	66, 740	155.69	11.93
Not elsewhere classified ³	6	3, 178, 512	346	84, 832	108.86	26.69
Public utilities.....	334	392, 394, 195	4, 084	830, 727	¹ 10.66	¹ 2.07
Transportation.....	63	97, 070, 067	1, 129	182, 507	11.63	1.88
Street-car.....	30	33, 887, 660	392	84, 467	11.57	2.49
Bus.....	9	10, 374, 026	194	37, 884	18.70	3.65
Both street-car and bus.....	24	52, 808, 381	543	60, 156	10.28	1.14
Electric power and gas.....	232	261, 524, 596	2, 718	545, 810	10.39	2.09
Electric power and light.....	178	216, 467, 821	1, 915	444, 133	8.85	2.05
Gas.....	30	13, 081, 745	118	9, 051	9.02	.69
Both electric and gas.....	24	31, 975, 030	685	92, 626	21.42	2.90
Utilities, not elsewhere classified.....	39	33, 709, 532	237	102, 410	7.03	3.04
Laundry and dry cleaning.....	2, 232	208, 296, 109	2, 096	351, 836	¹ 10.22	¹ 1.78
Dry cleaning.....	681	34, 842, 464	399	67, 486	11.45	1.94
Laundries.....	1, 260	144, 819, 198	1, 431	250, 998	9.88	1.73
Both laundry and dry cleaning.....	291	28, 634, 447	266	33, 352	9.29	1.16

¹ Weighted by employment as shown in Census of Manufactures and Census of Business, 1935, and computed for 1936 by means of indexes of employment of Bureau of Labor Statistics.

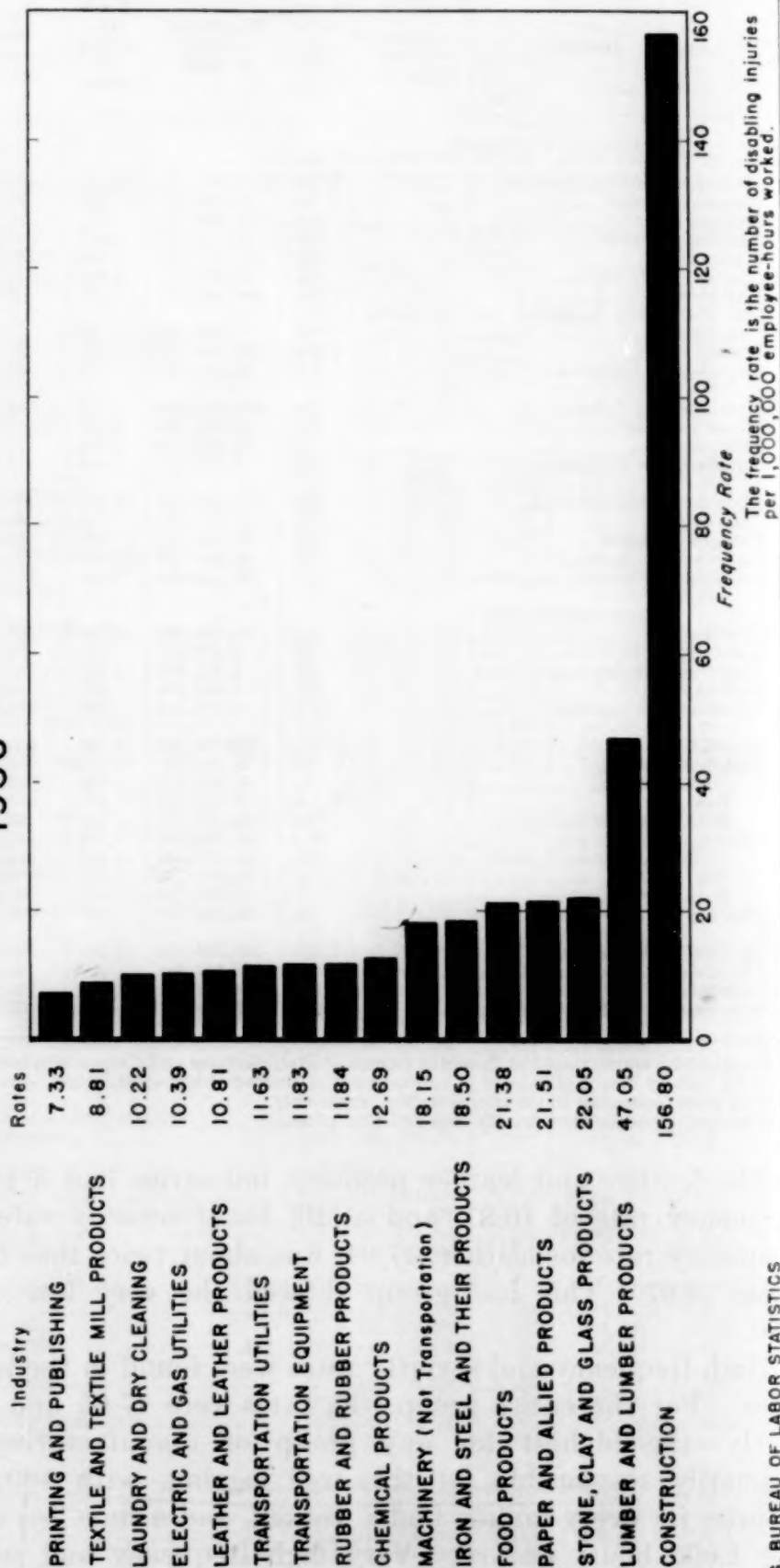
² Coke ovens operating in the iron and steel plants only.

³ Principally erection done by the iron and steel plants.

The leather and leather products industries had a relatively low frequency rate of 10.81, and a still lower severity rate, 0.81. The frequency rate for leather, 17.94, was about twice that for boots and shoes, 8.97. This last group showed the very low severity rate of 0.58.

High frequency and severity rates were found in the lumber industries. For the entire group, the rates were 47.05 and 7.06, respectively—the highest for any group of manufacturing industries. Primarily responsible for this was logging, with 100.28 disabling injuries for every million hours worked, and a time loss of 22.80 days per 1,000 hours worked. Very high frequency and severity rates, although not nearly so high as those for logging, were for sawmills, 63.67 and 8.52, respectively. The "not elsewhere classified" group,

FREQUENCY RATES OF INDUSTRIAL INJURIES FOR 16 INDUSTRY GROUPS 1936



U.S. BUREAU OF LABOR STATISTICS

with frequency and severity rates of 53.07 and 6:40, contains 414 establishments, a considerable number of which carried on combined activities of logging and sawmills, and in some cases planing mills.

The machinery group (not including transportation equipment) had frequency and severity rates of 18.15 and 2.04, respectively. The highest frequency rate, 25.41, was for foundry and machine shops. Agricultural implements, with a frequency rate of 18.90, and the "not elsewhere classified" group, with 17.90, ran a close second and third.

In the paper group, paper and pulp mills had a frequency rate of 24.07, somewhat higher than the rate of 21.51 for the entire group. The rate of 21.76 for folding-box manufacturing was more than twice that of the set-up-box industry, which had a rate of 9.24.

All industries in the printing and publishing group showed low injury rates. For the group as a whole, the frequency and severity rates were 7.33 and 1.05, respectively. The highest rate was 7.79 for newspaper and periodical printing and publishing.

The rubber and rubber products group as a whole also had relatively low injury rates, 11.84 for frequency and 1.13 for severity. The highest rates in the group, 15.91 in frequency and 1.65 in severity, were for rubber tires. For rubber goods other than tires the respective frequency and severity rates were 9.38 and 0.76.

The industries in the stone, clay, and glass products group showed a considerable spread in frequency rates, ranging from 6.66 for cement mills to 38.52 for brick, tile, and terra cotta plants. Glass production had a frequency rate of 17.51. For the entire group, the frequency rate was 22.05. The severity rate of 2.23 was considerably above that of any of the individual industries, except 3.58 for cement mills.

Practically all of the industries in the textile and textile-mill products group had low frequency and severity rates. For the group as a whole, the weighted rates were 8.81 and 0.85, respectively. The women's and men's clothing groups had the lowest frequency rates, 5.20 and 5.70. Another low rate was 5.83 for knit-goods mills. The highest frequency rate, 13.92, was for dyeing and finishing.

The entire transportation equipment group had a frequency rate of 11.83, and the relatively low severity rate of 1.66. The highest rates in the group were for shipbuilding, with 20.92 for frequency and 3.74 for severity. Motor-vehicle plants had a frequency rate of 10.49 and a severity rate of 1.36.

The miscellaneous manufacturing group contains coke ovens operated by iron and steel mills, the manufacture of tobacco products, radios, and phonographs, and smelting and refining (nonferrous)—a rather heterogeneous group. Nonferrous smelting and refining had the highest frequency and severity rates, 19.37 and 4.26. Coke ovens, with a low frequency rate of 4.52, had a severity rate almost as large, 3.28.

NONMANUFACTURING INDUSTRIES

While a considerable number of the industries in the manufacturing section of the survey are new in the coverage of the Bureau, the non-manufacturing group is entirely new. The coverage in this group, however, is not believed to be sufficiently large in a number of instances to be satisfactorily representative of the groups surveyed.

Data for the construction group are given, although the employment in the establishments surveyed was only slightly more than 1 percent of the estimated million and a quarter in the entire industry in 1936, because so little information is available for this industry from any other source and because injury hazards in construction are known to be great. The survey revealed a frequency rate of 156.80 and a severity rate of 26.12. Within the industry, the lowest frequency rate for the three branches of construction specified was 121.46 for building. The highest rate, 201.67, was for heavy engineering and railroad construction. This industry also had the exceptionally high severity rate of 46.70. Highway construction had a frequency rate of 155.69.

All public utility industries, as a group, had frequency and severity rates of 10.66 and 2.07. The group included transportation, electric power and gas, and utilities not elsewhere classified. For the transportation group, bus operations showed the highest frequency rate, 18.70, and also the relatively high severity rate of 3.65. Street-car establishments, and establishments carrying on both street-car and bus operations, had frequency rates respectively of 11.57 and 10.28. The severity rate for the combination group, however, was 1.14, less than half of that for the street-car group, 2.49. For the entire transportation group, the frequency rate was 11.63, and the severity rate 1.88.

The rates for the electric and gas group were 10.39 for frequency and 2.09 for severity. Oddly enough, the group of establishments with both electric and gas operations had a frequency rate of 21.42—a rate more than twice as high as that of either of the two individual groups, which had frequency rates of 8.85 for electric power and light and 9.02 for gas plants.

In the laundry and dry cleaning group, dry-cleaning establishments had the highest frequency rate, 11.45. Laundries followed with 9.88, and establishments carrying on both laundry and dry-cleaning activities, with 9.29. In this instance, the rate for the combination group was lower than that of either of the individual groups.

DISABILITY DISTRIBUTION

Table 4 shows the distribution per 1,000 injuries of deaths and permanent total disabilities, permanent partial disabilities, and temporary total disabilities by industries and industry groups. For

permanent partial and temporary total disabilities the average time loss per case is also shown, the standard time charges being used for permanent impairments. No time charges are shown for deaths and permanent total disability cases, because each such injury is rated at 6,000 days. The disability distribution for group totals has been weighted according to the employment of the component industries.

TABLE 4.—Disability Distribution per 1,000 Injuries, 1936

Industry group	Number per 1,000 injuries			Average days lost per disability	
	Death and permanent total disability	Permanent partial disability	Temporary total disability	Permanent partial disability	Temporary total disability
<i>Manufacturing</i>					
Total manufacturing.....	7	68	925	941	18
Chemical products.....	15	81	904	1,084	19
Druggist preparations.....	10	61	929	1,342	19
Explosives.....	(1)	(1)	739	(1)	21
Fertilizer.....	8	21	971	1,852	16
Paints and varnishes.....	19	71	910	1,229	18
Petroleum refining.....	19	103	878	899	24
Rayon and allied products.....	2	63	935	1,206	14
Soap.....	14	136	850	1,049	24
Not elsewhere classified.....	17	89	894	1,048	20
Food products.....	6	57	937	1,039	16
Baking.....	6	71	923	1,131	18
Canning and preserving.....	4	39	957	1,025	18
Confectionery.....	3	81	916	858	15
Flour, feed, and other grain-mill products.....	13	52	935	1,169	17
Slaughtering and meat packing.....	4	61	935	982	14
Sugar refining.....	4	30	966	1,313	12
Not elsewhere classified.....	0	62	938	879	13
Iron and steel and their products.....	8	72	920	784	19
Iron and steel.....	10	57	933	811	21
Hardware.....	2	99	899	656	16
Machine tools.....	6	55	939	796	16
Stamped and enameled ware.....	4	143	853	719	15
Steam fittings and apparatus.....	9	53	938	701	15
Stoves.....	5	55	940	835	17
Structural and ornamental iron work.....	5	109	886	986	17
Not elsewhere classified.....	8	111	881	616	18
Leather and leather products.....	2	48	950	917	17
Leather.....	4	57	939	1,006	17
Boots and shoes.....	2	43	955	856	17
Not elsewhere classified.....	0	0	1,000	0	12
Lumber and lumber products.....	8	69	923	1,158	19
Logging.....	17	54	929	1,920	23
Planing mills.....	7	99	894	1,020	17
Sawmills.....	7	53	940	1,347	20
Furniture.....	2	120	878	866	15
Not elsewhere classified.....	5	67	928	1,106	18
Machinery (not transportation).....	5	80	915	809	16
Agricultural implements.....	4	97	899	623	15
Electrical machinery, apparatus, and supplies.....	7	111	882	774	16
Foundry and machine-shop products.....	5	70	925	867	17
Not elsewhere classified.....	7	94	899	815	17
Paper and allied products.....	4	62	934	1,140	18
Paper.....	2	55	943	1,083	19
Both paper and pulp.....	5	61	934	1,208	18
Folding boxes.....	1	63	936	1,070	18
Set-up boxes.....	5	83	912	911	17
Not elsewhere classified.....	21	113	866	925	17
Printing and publishing products.....	5	80	915	1,183	18
Book and job.....	4	104	892	1,134	18
News and periodical.....	7	60	933	1,268	18
Not elsewhere classified.....	15	121	864	1,194	14

¹ Data do not permit computation.

TABLE 4.—Disability Distribution per 1,000 Injuries, 1936—Continued

Industry group	Number per 1,000 injuries			Average days lost per disability	
	Death and permanent total disability	Permanent partial disability	Temporary total disability	Permanent partial disability	Temporary total disability
<i>Manufacturing—Continued</i>					
Rubber and rubber products.....	7	45	948	884	18
Rubber tires.....	8	42	950	945	17
Rubber goods (other than tires).....	7	41	952	563	17
Not elsewhere classified.....	0	69	931	800	21
Stone, clay, and glass products.....	8	30	962	1,039	16
Brick, tile, and terra cotta.....	6	28	966	978	15
Cement.....	57	127	816	1,369	28
Glass.....	8	29	963	1,022	17
Pottery.....	7	22	971	875	15
Not elsewhere classified.....		64	936	921	13
Textile and textile-mill products.....	4	53	943	1,060	17
Carpets and rugs.....	6	135	859	1,101	14
Clothing, men's.....	8	43	949	1,334	15
Clothing, women's.....	7	60	933	873	19
Cotton goods.....	2	42	956	981	17
Dyeing and finishing.....	5	76	919	1,199	19
Knit goods.....	2	39	959	813	13
Silk and rayon products, not elsewhere classified.....	0	0	1,000	0	13
Woolen goods.....	3	72	925	1,155	19
Not elsewhere classified.....	9	56	935	1,164	21
Transportation equipment.....	8	93	899	774	20
Motor vehicles.....	6	99	895	749	21
Shipbuilding.....	15	73	912	980	17
Not elsewhere classified.....	19	118	863	517	15
Miscellaneous manufacturing.....	13	128	859	891	21
Coke ovens.....	105	84	811	763	38
Tobacco products.....	2	85	913	894	17
Radio and phonograph.....	5	200	795	624	17
Smelting and refining (nonferrous).....	11	129	860	1,045	22
<i>Nonmanufacturing</i>					
Construction.....	² 10	² 53	² 937	1,676	18
Building.....	8	26	966	950	16
Heavy engineering and railroad.....	10	86	904	1,827	17
Highway.....	5	27	968	1,263	15
Not elsewhere classified.....	29	23	948	1,913	29
Public utilities.....	22	35	943	1,252	20
Transportation.....	17	37	946	1,111	20
Street-car.....	25	46	929	900	23
Bus.....	10	83	907	1,434	17
Both street-car and bus.....	13	15	972	938	20
Electric power and gas.....	26	34	940	1,235	20
Electric power and light.....	27	42	931	1,221	19
Gas.....	8	17	975	400	20
Both electric and gas.....	18	4	978	2,167	21
Utilities, not elsewhere classified.....	51	59	890	1,779	26
Laundry and dry cleaning.....	11	60	929	1,516	19
Dry cleaning.....	15	48	937	1,324	17
Laundries.....	10	64	926	1,541	19
Both laundry and dry cleaning.....	7	38	955	1,650	19

² Not weighted. All other group totals are weighted according to the employment in the component industries.

Death and permanent total disability.—In manufacturing, the industry group with the highest number of deaths per 1,000 injuries was that producing chemical products, with 15. This figure is influenced by the high ratios in the paints and varnishes and petroleum-refining industries. In petroleum refining, however, persistent

safety work had reduced considerably the number of nonfatal injuries; but the death ratio, in comparison, remained high.

Individual industries with high death ratios were flour and feed mills with 13 deaths per 1,000 injuries, logging with 17, shipbuilding with 15, and cement with 57; the explanation given above for petroleum refining also applies to cement.

Among the nonmanufacturing industries, the electric power and light industry showed the high ratio of 27 fatalities per 1,000 injuries, street-car transportation 25, and dry cleaning 15.

Outstanding for low numbers of fatalities per 1,000 injuries were industries producing silk and rayon textile products, with none; folding boxes, one; rayon and allied products (chemical industry), hardware, boots and shoes, furniture, paper, cotton goods, knit goods, and tobacco products, each with two; and woolen goods, with three.

Permanent partial disability.—The highest number of permanent partial disabilities per 1,000 disabling injuries was 200 for radio and phonograph establishments. The average time charge, 624 days per case, however, indicates that on the whole these injuries, though permanent in character, were of a minor nature. Nonferrous smelting and refining, with 129 permanent partial disabilities per 1,000 injuries, however, had a considerably higher time charge per case, 1,045 days, indicating injuries of a more severe type. Cement, with 127 such disabilities per 1,000, showed a still higher average time charge, 1,369 days. Book and job printing also had a high measure of severity, with 104 permanent partial disabilities per 1,000 disabling injuries, and an average time charge of 1,134 days. The high rate of 111 permanent partial injuries for the electrical machinery industry reflected primarily minor injuries, as indicated by the relatively low average time charge of 774 days. Structural and ornamental iron work, although having 109 permanent partial injuries per 1,000 disabilities, showed a relatively low time charge, 986 days. Stamped and enameled ware, with a still higher rate, 143, showed a time charge per case of only 719 days. Soap reflected a more severe experience, with an average charge of 1,049 days per case and 136 cases per 1,000 injuries.

Industries with small numbers of permanent partial injuries per 1,000 disabilities were: Silk and rayon products, 0; combined street-car and bus transportation, 15; gas plants, 17; fertilizer, 21 (but with a very high average time charge of 1,852 days); pottery, 22; building construction, 26; highway construction, 27; brick, tile, and terra cotta, 28; glass, 29; and sugar refining, 30.

Aside from the fertilizer industry, others with high average time charges per disability, indicating that the permanent partial injuries which occurred were, on the average, of a very serious nature, were:

Sugar refining, 1,313 days per case; bus transportation, 1,434 days; laundries, 1,541 days; combined laundry and dry-cleaning establishments, 1,650 days; heavy construction, 1,827 days; logging, 1,920 days; and combined electric and gas establishments, with the very high average charge of 2,167 days.

Industries with low average time charges were: Gas plants, 400 days; rubber goods (other than tires), 563 days; radio and phonograph, 624 days; hardware, 656 days; steam fittings, etc., 701 days; stamped and enameled ware, 719 days; and motor vehicles, chiefly automobiles, 749 days.

Temporary total disabilities.—A high number of temporary total disabilities per 1,000 injuries, provided the average time loss is low, generally reflects an industrial injury experience composed primarily of minor disabilities and indicates an absence of serious hazards. It does not, however, indicate safe working conditions, which are reflected by low frequency rates. For instance, the fertilizer industry, with the high ratio of 971 temporary disabilities per 1,000 injuries and an average time loss of only 16 days per case, had the very high frequency rate of 41.12.

Industries with large numbers of such temporary total disabilities were: Rubber tires, 950 cases; rubber goods (other than tires), 952 cases; boots and shoes, 955 cases; laundries and dry-cleaning combined, 955 cases; canning and preserving, 957 cases; knit goods, 959 cases; glass, 963 cases; sugar refining, 966 cases; brick, tile, and terra cotta, 966 cases; building construction, 966 cases; highway construction, 968 cases; pottery, 971 cases; gas plants, 975 cases; electric and gas combined, 978 cases; and silk and rayon products, 1,000 cases.

Industries with high average time losses were: Combined street-car and bus transportation, 20 days; gas plants, 20 days; sawmills, 20 days; explosives, 21 days; iron and steel, 21 days; motor vehicles, 21 days; electric and gas combined, 21 days; nonferrous smelting and refining, 22 days; logging, 23 days; street-car transportation, 23 days; petroleum refining, 24 days; soap, 24 days; cement mills, 28 days; and coke ovens, 38 days.

Industries with low average time losses per case were: Sugar refining, 12 days; knit goods, 13 days; silk and rayon products, 13 days; rayon and allied products, 14 days; and slaughtering and meat packing, 14 days.

EMPLOYEE ELECTIONS CONDUCTED BY NATIONAL LABOR RELATIONS BOARD

By EMILY MARKS and MARY BARTLETT, *National Labor Relations Board*

THE National Labor Relations Board conducted 966 elections ¹ from October 1935, when it first began to function, through December 1937, to determine the majority choice of representatives for purposes of collective bargaining. In 14.5 percent of the elections, all types of labor organizations appearing on the ballot were defeated. In 74.8 percent employees chose established trade-unions of national or international affiliation. Company unions or unions restricted to a certain locality won 10.7 percent of the elections. The term "company union" is here used to refer to organizations of workers confined to a particular company or plant; that is, organizations which have no outside affiliation.

The 74.8 percent of the total elections that were won by established trade-unions were divided as follows: Unions affiliated with the American Federation of Labor won 26.3 percent; affiliates of the Committee for Industrial Organization, 47.1 percent. Workers in 1.4 percent of the elections chose to be represented by such standard independent or nonaffiliated unions as the Sailors Union of the Pacific.

In terms of total number of valid votes cast in elections held by the Board during its first 27 months' functioning, 81.1 percent of the votes were for some trade or independent union, 13.6 percent for company unions or local independents, and 5.3 percent for no organization. This represents a substantial increase in workers' votes for trade-unions over previous experience as is indicated by the following:

	Valid votes won by—		
	Trade-unions	Employee representation plans or company unions	No organization
August 1933–July 1934 ¹ -----	69.4	28.5	2.1
July 1934–June 1935 ² -----	58.2	29.2	12.6
October 1935 ³ –December 1937-----	81.1	13.6	5.3

¹ Based on 183 elections held by the National Labor Board. See *Monthly Labor Review*, January 1935 (p. 1): "Selection of Employees' Representatives", by Emily Clark Brown.

² Based on 154 elections by the first National Labor Relations Board. See *Monthly Labor Review*, October 1935 (p. 956): "Employee Elections Conducted by National Labor Relations Board, up to June 16, 1935," by George Shaw Wheeler.

³ No elections were held from May 27, 1935, when the National Industrial Recovery Act was nullified, until the National Labor Relations Act was passed and the second National Labor Relations Board began to function in October.

¹ This refers to units rather than plants or companies. When there were two or more bargaining units in the same plant the election in each unit was tabulated separately.

Although trade-unions fared much better in elections held throughout the 27-month period (October 1935–December 1937) than previously, they were less successful in 1937 than in 1936. Elections won by trade-unions declined from 78.5 percent in 1936 to 74.7 percent in 1937, while the elections won by company unions or local independents increased from 5.8 percent to 10.9 percent. The number of elections in which all types of labor organizations appearing on the ballot were defeated remained nearly stable: 15.7 percent in 1936 and 14.3 percent in 1937. Such elections represent a much smaller proportion of the workers involved. The 14.5 percent of all elections in which no labor organization won involved only 5.3 percent of the total valid votes cast.

Number and General Results of Elections

The Supreme Court decisions of April 12, 1937,² had a marked effect on the number and results of elections. During 1935, 1936, and the early months of 1937 there was an average of only four elections per month. During the month of the Supreme Court decisions elections jumped to 31; in May there were 70, and in June 111. Elections reached a peak of 185 in July 1937.

TABLE 1.—Type and Results of Elections Conducted by National Labor Relations Board, by Months, October 1935–December 1937

Year and month	Total elections	Labor organizations winning elections					All types of labor organizations defeated	Elections held by—	
		Trade-unions				Company unions or local independents		Con-sent	Order
		Total	A. F. L.	C. I. O.	Stand-ard in-depend-ents				
Total number	966	723	254	455	14	103	140	777	189
Percent	100.0	74.8	26.3	47.1	1.4	10.7	14.5	80.4	19.6
1935	9	6	6			1	2	8	1
October	1	1	1					1	
November	4	1	1			1	2	4	
December	4	4	4					3	1
1936	51	40	31	3	6	3	8	25	26
January	3	3	3					1	2
February	1						1	1	
March	2	1	1				1	2	
April	4	2	2			1	1	1	3
May	2	2	1		1			1	1
June	6	2	2			1	3	5	1
July	1	1			1				1
August	2	2	2						2
September	14	13	11		2		1	2	12
October	3	3	3					2	1
November	7	6	5		1	1		5	2
December	6	5	1	3	1		1	5	1

² The decisions which sustained the constitutionality of the National Labor Relations Act were on the following cases: *Jones & Laughlin Steel Corporation*, 57 Sup. Ct. 615; *Fruehauf Trailer Co.*, 57 Sup. Ct. 642; *Friedman-Harry Marks Clothing Co., Inc.*, 57 Sup. Ct. 645; *The Associated Press*, 57 Sup. Ct. 648; and *Washington, Virginia & Maryland Coach Co.*, 57 Sup. Ct. 650.

TABLE 1.—Type and Results of Elections Conducted by National Labor Relations Board, by Months, October 1935–December 1937—Continued

Year and month	Total elections	Labor organizations winning elections					All types of labor organizations defeated	Elections held by—	
		Trade-unions				Company unions or local independents		Consent	Order
		Total	A. F. L.	C. I. O.	Standard independents				
1937	906	677	217	452	8	99	130	744	162
January	4	3	2	1			1	3	1
February	5	4	1	3	3		1	4	1
March	7	5	2	3		1	1	6	1
April	31	25	11	13		2	4	25	6
May	70	60	22	38		8	2	69	1
June	111	86	31	54	1	16	9	97	14
July	185	157	30	127		13	15	170	15
August	93	67	20	47		12	14	88	5
September	115	85	30	55		13	17	92	23
October	98	57	16	39	2	17	24	62	36
November	97	69	24	41	4	8	20	72	25
December	90	59	28	31		9	22	56	34

Employee Participation

The contrast between employee participation in the elections held in 1936 and 1937 is very marked. In 1936 valid votes were cast by 64.1 percent of the eligible employees, while in 1937 valid votes were cast by 95.6 percent of the employees.³ This increase reflects employees' growing interest in collective bargaining procedures.

The margin between total votes cast and valid votes cast in no year exceeded 3 percent. This indicates the small proportion of total votes cast which were disqualified as challenged, blank, or void

TABLE 2.—Percent of Eligible Workers Casting Votes and Casting Valid Votes in Elections Conducted by Board, October 1935–December 1937

Year	Workers eligible to vote	Total votes cast		Valid votes cast	
		Number	Percent of eligible	Number	Percent of eligible
Total period.....	431, 909	414, 520	96. 0	402, 300	93. 1
1935 (October–December).....	3, 134	2, 873	91. 7	2, 830	90. 3
1936.....	33, 293	21, 972	66. 0	21, 340	64. 1
1937.....	395, 482	389, 675	98. 5	378, 130	95. 6

Labor Organizations Involved

The role of different types of labor organizations in elections is indicated from an analysis of the proportion of votes cast for the various types of organizations according to the composition of the ballots.

³ From October to December 1935 slightly more than 90 percent of the workers eligible to vote cast valid votes. However, the number of eligible employees voting was less than 3,000, a figure too small to permit generalization about employee attitudes. In the few cases in which the number of eligible employees was not known, it was estimated to be 10 percent greater than the number voting.

On the average, elections were won with a 68.3 percent majority of the total number of employees casting valid votes (see table 3). Since these employees represented 93.1 percent of those eligible to vote (table 2), it appears that collective-bargaining representatives chosen by National Labor Relations Board elections are backed as a rule by a substantial majority of the employees in any given plant.

The majorities were largest, on the average, where unions affiliated with the American Federation of Labor won the elections. In the 254 elections won by A. F. of L. affiliates, 78 percent of the valid votes were cast for the successful union. Company unions or local independents won their 103 victories by the smallest majorities—an average of 61.5 percent of the valid votes cast. Unions affiliated with the Committee for Industrial Organization won 455 elections by an average majority of 66.7 percent. Standard independents won 14 elections with 66.3 percent of the valid votes cast.

Further analysis of the valid votes cast and composition of ballots shows the relative size of majorities in various situations. The largest majorities, 86.1 percent on the average, were polled by the American Federation of Labor unions in the 43 elections in which they defeated company unions or local independents (except in the four cases in which A. F. of L. unions, appearing on the ballot with standard independents, won by an average majority of 89.3 percent). The A. F. of L. unions won by the smallest average majority (60.6 percent) in the 48 elections in which they were opposed by C. I. O. unions.

The opposite tendencies were shown by unions affiliated with the Committee for Industrial Organization. They won their largest average majority (82.7 percent) in the 160 elections in which they defeated A. F. of L. unions, and their smallest (except for two three-way struggles) in the 64 elections in which they defeated company unions or local independents.

Company unions or local independent unions, with the lowest average majorities of any type of labor organization, won by markedly larger majorities, on the average (71.3 percent), in the 15 elections in which such a union was the sole organization appearing on the ballot.

Although unions affiliated with the A. F. of L. gained their total victories by the largest average majorities, the percentage of elections won relative to those participated in was greatest for the affiliates of the C. I. O. (table 4). These unions won 81.7 percent of the 557 elections in which they appeared on the ballot; the A. F. of L. won 56.1 percent of its 453 elections; and the standard independents, 56 percent of 25 elections. The lowest percentage of successes was polled by company unions or local independents, which won 48.6 percent of the 212 elections in which they appeared on the ballot.

The percentages of the total votes cast in elections in which affiliates of both the C. I. O. and the A. F. of L. appeared on the ballot were

approximately the same as the percentage of elections they won. A. F. of L. unions won 56.1 percent of their elections, with 58.6 percent of the valid votes cast. Elections won by C. I. O. unions were 81.7 percent of their appearances, with 83.6 percent of the valid votes cast in these elections. Company unions or local independents, on the other hand, won 48.6 percent of their elections but polled only 38 percent of the total votes cast. Standard independent unions won 56 percent of their elections with only 31.1 percent of the total votes cast in those elections. The latter percentages, however, are of limited significance, since they are based on such a small number (25) of elections.

TABLE 3.—*Analysis of Ballots and of Valid Votes Cast in Elections Conducted by Board, October 1935–December 1937*¹

Organizations appearing on ballot	Number of elections	Total valid votes cast		For winning organization		For opposition	
		Number	Percent	Number	Percent	Number	Percent
All elections won by some form of labor organization ¹	826	381,144	100	260,292	68.3	120,852	31.7
Elections won by affiliates of A. F. of L.	254	78,905	100	61,517	78.0	17,388	22.0
Unopposed.....	153	27,795	100	20,388	73.4	7,407	26.6
Opposed by—							
C. I. O. unions.....	48	10,919	100	6,622	60.6	4,297	39.4
Standard independents.....	4	149	100	133	89.3	16	10.7
Company unions or local independents.....	43	38,940	100	33,526	86.1	5,414	13.9
Other A. F. of L. unions.....	6	1,102	100	848	77.0	254	23.0
Elections won by affiliates of C. I. O.	455	245,393	100	163,725	66.7	81,668	33.3
Unopposed.....	226	159,697	100	105,520	66.1	54,177	33.9
Opposed by—							
A. F. of L. unions.....	160	32,670	100	27,025	82.7	5,645	17.3
Standard independents.....	3	2,697	100	1,785	66.2	912	33.8
Company unions or local independents.....	64	40,788	100	23,996	58.8	16,792	41.2
A. F. of L. and local independents.....	2	9,541	100	5,399	56.6	4,142	43.4
Elections won by standard independents.....	14	1,871	100	1,241	66.3	630	33.7
Unopposed.....	9	381	100	276	72.4	105	27.6
Opposed by—							
A. F. of L. unions.....	3	869	100	530	61.0	339	38.0
C. I. O. unions.....	1	349	100	281	80.5	68	19.5
Company unions or local independents.....	1	272	100	154	56.6	118	43.4
Elections won by company unions or local independents.....	103	54,955	100	33,809	61.5	21,146	38.5
Unopposed.....	15	4,343	100	3,095	71.3	1,248	28.7
Opposed by—							
A. F. of L. unions.....	28	11,329	100	6,703	59.2	4,626	40.8
C. I. O. unions.....	53	36,856	100	22,753	61.7	14,103	38.3
Standard independents.....	4	1,296	100	761	58.7	535	41.3
C. I. O. and A. F. of L. unions.....	1	254	100	130	51.2	124	48.8
Other local independents.....	2	877	100	367	41.8	510	58.2

¹ This table presents an analysis only of the elections won by some form of labor organization, that is, trade, independent, or company union. Of all elections held by the National Labor Relations Board, 1935 (October)–1937, those won by some form of labor organization constituted 85.5 percent of the total elections and 94.7 percent of the total valid votes cast.

Affiliates of the Committee for Industrial Organization were most often involved in elections conducted by the Board. They appeared on the ballot in 557 cases, or 67.4 percent of the elections won by some form of labor organization. The American Federation of Labor appeared in 453 elections, or 54.8 percent, and company unions or local independents in 212 elections, or 25.7 percent. The role played

by standard independents was a minor one. They appeared in only 25 elections, or 3 percent of the total.

Affiliates of the C. I. O. and company unions or local independents tended to appear in larger establishments than did the A. F. L. or standard independents. Division of the number of elections in which each type appeared on the ballot by the total valid votes cast in those elections (table 4) reveals that the average number of votes cast in elections involving company unions or local independents was 686 and the C. I. O. 527. In contrast, the average number of votes cast in elections involving the A. F. of L. was 297 and standard independents 240.

TABLE 4.—*Participation and Elections Won and Lost in Elections¹ Conducted by Board, by Type of Labor Organizations, October 1935–December 1937*

Type of labor organization	Total appearances on ballot		Won				Lost			
			Elections		Valid votes cast		Elections		Valid votes cast	
	Number	Valid votes cast	Number	Percent of appearances	Number	Percent of total cast	Number	Percent of appearances	Number	Percent of total cast
Unions affiliated with A. F. of L.	453	134,760	254	56.1	78,905	58.6	199	43.9	55,765	41.4
Unions affiliated with C. I. O.	557	293,517	455	81.7	245,393	83.6	102	18.3	48,124	16.4
Standard independents	25	6,013	14	56.0	1,871	31.1	11	44.0	4,142	68.9
Company unions or local independents	212	144,496	103	48.6	54,955	38.0	109	51.4	89,541	62.0

¹ This analysis applies only to elections won by some form of labor organization. See footnote, table 3.

Of the total elections won by some form of labor organization, the organization was unopposed on the ballot in 48.8 percent of the cases. The percentage was slightly higher in the cases of all types of affiliated trade-unions which were unopposed in over half of the elections which they won. In contrast, company unions or local independents were unopposed in only 15 of the 103 elections which they won (table 3).

More frequently, in elections won by trade-unions the sole issue was whether or not a majority of the employees in the unit wished to designate the union as their agency for collective bargaining. No rivalry of trade-unions was involved. In contrast, in the large majority of cases won by company unions or local independents, the employees not only decided whether they wished to be represented by any labor organization, but also chose between two types of organizations, namely company unions or trade-unions. However, as indicated in table 3, company unions won their largest majorities in the elections in which no trade-union appeared on the ballot.

The elections in which two or more labor organizations appeared on the ballot fell into two major categories. The first group, in which rivalry between unions affiliated with the American Federation of

Labor and affiliates of the Committee for Industrial Organization was involved, comprised 208 elections, or 25.3 percent of the total won by some form of labor organization. Of these elections 48, or 23.1 percent, were won by A. F. of L. unions and 160, or 76.9 percent, were won by C. I. O. unions. The second category, elections in which trade-unions opposed company unions or local independents, numbered 194, or 23.5 percent, of the total elections won by some form of labor organization. In such contests trade-unions won 108 times, or 55.7 percent, and company unions or local independents won 86 times, or 44.3 percent.

Consent and Ordered Elections

Elections held by consent of all parties constituted 80.4 percent of the total; 19.6 percent were ordered by the Board after formal hearing.

Consent elections are a means of informal settlement of controversies concerning the representation of employees, in which the board succeeds in securing from all parties concerned an agreement, first, that there shall be an election, and second, as to the proper bargaining unit, the form of the ballot, the polling place, the time of the election, and other necessary details. In cases where the consent of all parties to an election cannot be obtained, the Board invokes its authority under the act to investigate the representation dispute by means of a formal hearing. If majority affiliation is not established on the basis of evidence presented in the hearing, the Board may order an election to decide the dispute.

The results of consent elections differed only slightly from the results of ordered elections. Established trade-unions won 87 percent of the ordered elections and 72 percent of the consent elections. Eight percent of the ordered elections and 13 percent of the consent elections were won by company unions or local independents. In 5 percent of the ordered elections and in 15 percent of the consent elections all types of labor organizations were defeated. These figures show that trade-unions won a larger proportion of ordered elections than of consent elections; that company unions or local independents won a smaller proportion of ordered elections than consent elections; and that defeats for all types of labor organization occurred much less frequently in ordered than in consent elections.

Elections held prior to the Supreme Court decisions of April 1937 were approximately evenly divided between consent and ordered elections, although there was a tendency for consent elections to increase in the early months of 1937. Since April 1937, the consent elections have been almost five times as numerous as ordered elections. However, there have been two tendencies in this trend.

Immediately after the National Labor Relations Act was held constitutional there was a flood of consent elections, and a continued

infrequency of ordered elections. The period was one of expanding trade-union organization, and consent elections furnished a convenient means of settling questions of representation promptly. Controversy concerning company recognition of a union was thus concluded by informal settlement, which was in general facilitated by the new prestige of the Board.

The proportion of ordered elections increased gradually after June 1937 until in the last 3 months of 1937 there were about half as many ordered as consent elections. Two factors led to this increase: In the first place, cases before the Board which had been held up by injunctions were reopened after the act was found constitutional, and, after hearings, the Board began to order elections. Secondly, cases in which C. I. O.-A. F. L. rivalry was a factor often had to be settled by ordered elections, when the parties could not agree upon the terms.

Elections by Industry

Analysis of the elections by industries reveals that almost one-quarter of the elections were held in two industries—shoes and shipping. The large number of elections in the shoe industry was largely due to the settlement of a threatened strike involving some 60 shoe plants in New York in July 1937, and other disputes in the same industry in New England also settled through Board elections.

The number of elections held in the various industries was as follows:

Shoe.....	107	Paper.....	27
Shipping.....	96	Nonferrous metals.....	27
Textiles.....	95	Clothing.....	26
Iron and steel.....	86	Oil, gas, coke, and coal.....	19
Food.....	73	Rubber.....	17
Forest products.....	62	Stone, glass, clay, brick.....	15
Machinery.....	56	Cleaning, dyeing, laundry.....	13
Electrical.....	49	Chemicals.....	13
Publishing.....	34	Hotels and restaurants.....	11
Transport.....	32	Miscellaneous.....	80
Autos, wagons, trailers, and bicycles.....	28	Total.....	966

SETTLEMENT OF INDUSTRIAL DISPUTES IN GREAT BRITAIN ¹

FREEDOM of association in Great Britain was recognized by law in 1871. In succeeding years organization of both employers and workers increased gradually but steadily, and as a result of better organization voluntary arrangements for collective bargaining and settlement of differences without recourse to strikes and lock-outs were developed. With the exception of the brief period of the World War, when the Government assumed special powers in order that production in essential industries might not be interrupted by labor disputes, the right to strike in order to further a dispute within the particular industry affected has continuously been assured, except in cases where the well-being of the community was threatened. A variety of voluntary methods of settling disputes existed prior to the war period and are operating successfully at the present time. Under these systems either collective agreements between employers and employees provide the machinery for settlement or special bodies may be established to treat given questions. Much of this machinery, being unsupported by law, depends on the mutual good will of participants. The Government intervenes only upon invitation and when existing machinery for settlement has been exhausted.

Industrial Population and Organization

According to the census of 1931, the population of Great Britain at that time was slightly over 44,750,000, of whom 21,054,686 were gainfully occupied. Gainfully occupied men totaled 14,789,586 and women, 6,265,000. The pursuits employing the largest numbers of workers were the manufacture of metals, machines, implements, and conveyances (2,412,000); textile manufacture (1,317,000); agriculture (1,194,000); and coal and shale mining (1,166,000). The distribution of the gainfully occupied 10 years old and over and the proportion engaged in each industry per 10,000 occupied persons in 1931, by seven main industrial groupings, are shown in table 1.

The largest number per 10,000 occupied persons, 1,144, were thus employed in metals manufacturing, with 625 per 10,000 in textile mills, 567 in agriculture, and 553 in coal and shale mining.

Organization of employers and workers is widespread in most of the principal industries. As the settlement of rates of wages, hours of

¹ Report of Harry E. Carlson, American Consul at London, February 8, 1938.

labor, and other working conditions depend in large part upon voluntary negotiations of employers and employees, it is necessary for both groups to have properly constituted bargaining agencies. The Government, pursuing as it does a policy of avoiding unnecessary intervention in establishing labor standards, recognizes the unions and employers' associations as representing the interests of their respective classes and consults with their officers. Under a number of laws dealing with labor matters, provision is specifically made for employer and employee organization representation.

TABLE 1.—*Gainfully Occupied Persons, Aged 10 and Over in Great Britain, According to Census of 1931*¹

Industry	Persons gainfully occupied	
	Total	Rate per 10,000 occupied
Total occupied persons.....	21,055,000	10,000
Fishing.....	63,000	30
Agriculture.....	1,194,000	567
Coal and shale mining.....	1,166,000	553
Manufacture of bricks, cement, pottery, and glass.....	265,000	126
Manufacture of chemicals, explosives, paints, oils, rubber, etc.....	303,000	144
Manufacture of metals, machines, implements, and conveyances.....	2,412,000	1,144
Manufacture of textiles.....	1,317,000	625
Cotton.....	591,000	280
Wool and worsted.....	248,000	118
Silk.....	72,000	34
Flax, hemp, jute, rope, canvas and canvas goods.....	86,000	41
Dyeing, bleaching, printing, finishing.....	116,000	55

¹ Data are from Great Britain, Ministry of Labor, Twenty-second Abstract of Labor Statistics of the United Kingdom (1922-36), London, 1937, pp. 6, 7.

Employer organizations.—At the end of 1936 employer organizations dealing with employment of labor totaled 267 of national scope and 1,550 of smaller coverage. In the coal-mining industry, there is one national federation and 24 other organizations; in shipbuilding, 1 national and 26 other organizations in contrast with the cotton-textile industry having 4 national and 40 other organizations, and fur, skin, and leather with 8 national and 15 other organizations.

While employer associations in the major industries of Great Britain came into existence in the nineteenth century, those for the smaller industries were formed in large part after the World War. Certain employer bodies deal only with labor matters and others with technical problems of the particular industry, but in other instances they are concerned with both fields. Some of the newer associations are subsidiaries of those previously existing and were established to deal with labor questions, as the original articles of association did not cover that subject. The degree of authority exercised over member employers varies considerably. The organizations referred to as federations usually have associations affiliated with them. The general interests of employers in labor matters are represented by the National

Confederation of Employers' Organizations, which also acts as a policy-making body.

Trade-union organization and structure.—Labor unions totaled 1,041 with a membership of 5,308,000 in 1936. Of this number, 4,506,000 were men and the remaining 802,000 women. Transport, road, dock, and related industries' employees were organized to a total of approximately a million, followed by mining and quarrying and the metal trades, each with almost 700,000 organized workers.

Existing union organization is the result of upwards of a century's growth and as the development has not followed a preconceived plan, the internal structure and external relationships within given industries vary. In some cases, unions are purely local and organized along craft lines, contrasting with national federations covering an entire industry or national unions open to workers in many grades of work and a variety of industries. The membership per union has tended to increase. In 1896, when members totaled 1,608,000, there were 1,358 labor organizations; in 1919, the membership increased to 7,926,000 in practically the same number of unions, 1,360; and in 1936, there were 5,308,000 members in 1,041 unions. This reduction in number of bodies is the result primarily of amalgamations, larger unions having absorbed the smaller ones until at the end of 1936, 38 unions accounted for a membership of nearly 3,750,000, representing 70 percent of the aggregate number organized. Increases in membership since 1933 have more than offset the decline experienced in the period 1931-33, bringing the total for 1936 to a level in excess of that recorded in any year since 1925.

Trade-unions have tended to federate for cooperative action while at the same time preserving their individual identity and interests. Among the largest federations are the Mineworkers' Federation of Great Britain, with 500,000 members, and the General Federation of Trade Unions, with 92 affiliates and a paying membership of 338,000. The degree to which component unions surrender their autonomy to federations varies considerably. In some groups the federations are empowered to negotiate working agreements for their member unions.

The Trade Union Congress and its general council act as the unifying agency for British labor. This congress consists of 169 affiliated trade-unions with over 4 million members. At its annual meetings, matters of general labor interest are discussed and resolutions adopted. In the interim between sessions, the general council transacts necessary business, follows industrial movements, coordinates action insofar as possible, adjusts differences, and promotes agreement on working conditions between trade-union and trade-union, between the unions and employers, and between the unions and the Government. Scotland has its own Trade Union Congress, occupying the same position in relation to Scottish labor, with an affiliated membership of about 326,000 workers.

Right of Association

As noted above freedom of association for workers was recognized in Great Britain by legislative action taken in 1871. This law did not establish the right to organization by a positive pronouncement, laying down the principle of liberty to combine; the objective was obtained by a negative statement, namely, that labor was not liable for joint action in restraint of trade. Prior to this time, labor history was marked by recurring court cases, decisions, and laws to correct existing conditions, with the result that a large body of legislation and case law was assembled on the subject without involving a legal or philosophical doctrine of liberty.

Following adoption of the law of 1871, whereby trade-unions were recognized as legal institutions, the criminal law was amended in 1875 removing the stigma of illegality from action of workers combining to protect their joint interests, legalizing the right to peaceful picketing, and providing that cases of intimidation or violence should be left to the courts. Labor's immunity from legal action for conspiracy under criminal or civil law was finally established by the law of 1906, which still applies. As a result of these successive regulatory measures, complete freedom of association is assured in private employment and most governmental services. Limitations on affiliation with other unions were made in respect to police in 1919 and civil servants in 1927.

The Police Act of 1919 made it illegal for police to enter into associations of their own, but established a State body known as the police federation to deal with matters of welfare and efficiency, other than questions of discipline and promotion affecting individuals. Action affecting the right of association of civil servants followed the general strike of 1926. The Trade Disputes and Trade Unions Act of 1927 authorized the treasury to issue regulations prohibiting established civil servants from participating in organizations having as their primary purpose a change in working conditions and in the remuneration of the membership, unless such membership was confined to persons employed by or under the Crown. Moreover, any organization of civil servants was required to cease affiliation with the Trade Union Congress, the labor party, or any other outside organization having members other than Crown employees, and to forego political objectives.

Legality of Strikes and Lock-Outs

Having won the right to organize in 1871, freedom from criminal liability for trade-union activities in 1875, and exemption from charges of civil conspiracy by the law of 1906, labor enjoyed a large measure of freedom of action for a long period. However, legislation during the war definitely limited the rights of workers with respect to strikes.

For the duration of the war, both strikes and lock-outs were declared illegal and severe penalties for violation were prescribed. In some cases, the legislation did not prove effective and in spite of violations it was not always possible to enforce penalties on the large numbers of persons involved. Following the close of hostilities, freedom of action on the part of the trade-unions regarding the right to strike again became accepted and between 1906 and 1920 the British Government made no attempt to limit trade-union or strike activities unless there was danger to life or property or unless certain essential services were concerned. In recent years this attitude has been modified, particularly in connection with disputes that may be inconvenient or detrimental to the welfare and comfort of the community at large. Two laws definitely affecting the right to strike have been enacted. In both instances the principle of uninterrupted maintenance of services held to be essential to the welfare of the community has been involved. This legislation does not mean the outlawing of all strikes of a purely industrial nature but is designed to eliminate the sympathetic or secondary strike of other than industrial scope.

By the first of these two acts—the Emergency Powers Act of 1920—the Government was empowered to declare a state of emergency in case of action taken or threatened—

* * * by any person or body of persons of such a nature and on so extensive a scale as to be calculated, by interfering with the supply and distribution of food, water, fuel, or light, or with the means of locomotion, to deprive the community or any substantial portion of the community, of the essentials of life * * *.

Under such circumstances the State's powers are practically unlimited. It may issue orders in council in order to secure the essentials of life. The law safeguards the right of the individual to strike and the right of "peaceful persuasion" by providing that regulations may not be issued making either action a misdemeanor, but there is nothing in its terms to prevent the issuance of regulations whereby the Government may interfere with or prohibit many other forms of trade-union activity connected with strikes.

The second legislative measure limiting the right to strike followed the general strike of 1926. This stoppage affected the entire country and led to the issuance of the Trade Disputes and Trade Unions Act of 1927, introducing important changes in existing legislation and restricting further the strike activities of the trade-unions. It aimed to prevent stoppages in transportation, supplies of food, and interference with the public utilities. The law states:

It is hereby declared—that any strike shall be illegal if it—(1) has any object other than, or in addition to, the furtherance of a trade dispute within the trade or industry in which the strikes are engaged; and (2) is a strike designed or calculated to coerce the Government either directly or by inflicting hardship upon the community.

As passed, the law contained provision covering illegal lock-outs as well as strikes. The protection afforded by the Trade Disputes Act of 1906 was withdrawn in case of illegal strikes. The right of "peaceful persuasion" as forseen in the 1920 law was also withdrawn from illegal strikes. Nevertheless individuals still have the right to stop work, or to refuse to continue work, or to accept work. Although a given strike may be declared illegal the mere act of striking is not a misdemeanor. A strike becomes illegal only when the Government is satisfied that the conditions are illegal as defined by the 1927 law.

This same law included in its terms a section to prevent breach of contract by employees of local or public authorities and the utilities. This section modifies a provision of the Conspiracy and Protection of Property Act, 1875. The new provision reads:

* * * that a breach of contract involving injury to persons or property is to be a criminal offense, and the case of any person employed by a local or public authority who similarly breaks his contract of service and hiring so as to cause injury or danger or grave inconvenience to the community, and this criminal liability accrues whether the workmen so employed have broken their contracts for the purpose of a trade dispute (i. e., a dispute with their employers over their wages or other conditions of employment) or otherwise.

Copies of the pertinent provisions of this law are required to be posted conspicuously in the plants of municipalities and other affected bodies. These employers protect themselves still further by adoption of a system whereby labor contracts with workers bear different dates. In this way all contracts do not come up for renewal on a given date.

Legal Status of Trade-Unions

Unions acquire a legal status in Great Britain through a system of voluntary registration with the Registrar of Friendly Societies. To qualify for such registration the applicant body must have rules setting out the objectives of the organization, modes of amending the rules, provisions for appointment of officers, and regulations. In effect the requirements are similar to those in articles of incorporation. Notwithstanding that registration with the Government is optional, a large proportion of the largest unions are so registered as their position is bettered by reason of this formality. Nonregistered unions operate as ordinary unincorporated societies and are regulated to some extent by the existing trade-union legislation.

Registered unions have certain privileges with respect to the capacity to hold land, remedies against fraud, duties of treasurers, disposal of sums payable at death, power to sue or be sued in the name of the union, and exemption from the income tax. Property is vested in the trustees of the union and while the unregistered unions may likewise

vest their holdings in the hands of trustees the latter do not have the same status. Regardless of registration all unions must file annual statements of finances with the Registrar of Friendly Societies covering their political funds; registered unions are also required to make a general accounting of funds. In 1935 registered unions totaled 448, the membership was 3,794,680, the funds at the end of the year were £14,167,202; and the average contribution per member for all purposes close to £2.

In theory, unions are voluntary organizations and the Government has no part in determining who shall join and how far-reaching the scope of any union may be. Pressure from organized labor to secure membership for all workers in a given trade is sometimes effective in closing job opportunities to nonmembers in a craft or industry. The degree to which this situation may arise depends upon the bargaining strength of the union. Employers seldom require employees to be members of unions and therefore such compulsion as exists is exercised by the unions in the interest of maintaining fair wage and other standards.

Outstanding cases where union membership is a prerequisite of employment include that of the dyeing trade in Yorkshire. By the terms of the collective agreement every employee of the largest combine in the trade must be a member of one of the signatory unions. The Cooperative Wholesale Society likewise requires, as a condition of employment, that all employees shall be members of a trade-union eligible for affiliation to the Trades Union Congress.

Extent of Labor Disputes

Official strike statistics by years for the period 1910 to 1936, giving the number of disputes, number of persons involved directly and indirectly, and the total number of days lost, are given in table 2.

Time lost in any year owing to strikes reached a pre-war peak of 40,890,000 days in 1912 and immediately following the war there was again increased strike activity, the loss of working days totaling 34,969,000 in 1919, 26,568,000 in 1920, and 85,872,000 in 1921. For the ensuing 4-year period the annual loss of working time because of labor disputes was far less, but in 1926, owing to the general strike, an all-time peak of 162,233,000 days lost was recorded. The period 1927-36 was one of comparatively small time loss owing to strikes and in 8 of these 10 years fewer than 500 new disputes occurred. However, the total increased to 553 in 1935 and to 818 in the following year. The total number of persons involved in strikes directly and indirectly was highest in 1919 and 1926, the figures being 2,591,000 and 2,734,000, respectively.

TABLE 2.—*Strikes and Lock-Outs in Great Britain, 1910-36*¹

[Disputes involving fewer than 10 persons and lasting less than 1 day omitted except when the aggregate loss of time exceeded 100 days²]

Year	Number of disputes beginning in year	Number of persons involved in disputes beginning in year			Total number of days lost
		Directly	Indirectly ³	Total ⁴	
1910.....	521	384,000	130,000	514,000	9,867,000
1911.....	872	824,000	128,000	952,000	10,155,000
1912.....	834	1,232,000	230,000	1,462,000	40,890,000
1913.....	1,459	497,000	167,000	664,000	9,804,000
1914.....	972	326,000	121,000	447,000	9,878,000
1915.....	672	401,000	47,000	448,000	2,953,000
1916.....	532	235,000	41,000	276,000	2,446,000
1917.....	730	575,000	297,000	872,000	5,647,000
1918.....	1,165	923,000	193,000	1,116,000	5,875,000
1919.....	1,352	2,401,000	190,000	2,591,000	34,969,000
1920.....	1,607	1,779,000	153,000	1,932,000	26,568,000
1921.....	763	1,770,000	31,000	1,801,000	85,872,000
1922.....	576	512,000	40,000	552,000	19,850,000
1923.....	628	343,000	62,000	405,000	10,672,000
1924.....	710	558,000	55,000	613,000	8,424,000
1925.....	603	401,000	40,000	441,000	7,952,000
1926.....	323	2,724,000	10,000	2,734,000	162,233,000
1927.....	308	90,000	18,000	108,000	1,174,000
1928.....	302	80,000	44,000	124,000	1,388,000
1929.....	431	493,000	40,000	533,000	8,287,000
1930.....	422	286,000	21,000	307,000	4,399,000
1931.....	420	424,000	66,000	490,000	6,983,000
1932.....	389	337,000	42,000	379,000	6,488,000
1933.....	357	114,000	22,000	136,000	1,072,000
1934.....	471	109,000	25,000	134,000	959,000
1935.....	553	230,000	41,000	271,000	1,955,000
1936.....	818	241,000	75,000	316,000	1,829,000

¹ Data are from Great Britain, Ministry of Labor, Twenty-second Abstract of Labor Statistics of the United Kingdom (1922-36), London, 1937, p. 127.

² The time lost is calculated by multiplying the number of workers by the number of working days lost, allowing for workers replaced by others, etc.

³ Workers indirectly involved are those thrown out of work at the establishments where the disputes occurred, but not themselves parties to the disputes.

⁴ For the purpose of these totals, workers are counted in the total for each year as many times as they were involved in a dispute during that year. The resulting duplication is mainly confined to coal mining with the addition in 1926 of other industries involved in the "general strike." In the coal-mining group duplication was largest in the years 1919-21, amounting to 150,000 in 1919, 300,000 in 1920, and 100,000 in 1921. Since 1926 the more considerable duplications in the totals for all industries have been as follows: 1931, 57,000; 1932, 70,000; 1935, 59,000; 1936, 66,000.

Machinery for Settling Labor Disputes

Development of joint machinery for settling labor disputes is one of the measures to promote industrial peace that has accompanied the growth of labor organization and collective bargaining. At the present time all the larger industries and their subdivisions have special voluntary committees, councils, or conciliation bodies in the form judged most suitable to their particular needs. Although these arrangements have no constitutional basis they are accepted by both employers and employees. In most instances the existence of voluntary machinery makes it unnecessary to secure the services of the Government in settling disputes; but special governmental bodies for mediation and arbitration are available, when the need arises, in the conciliation committees established by the Minister of Labor, the industrial court, ad hoc boards of arbitration, individual arbitrators,

and special courts of inquiry. The Government encourages the settlement of disputes through industrial machinery and intervenes only upon request of one of the affected parties in conciliation cases. Under the arbitration system both parties must consent to submit their differences and must agree upon the terms of reference before the governmental agency may act. Although there is no obligation under existing law to accept awards, the moral obligation to abide by their terms is strong, particularly since arbitration can take place only with the consent of both parties. In practice it is well understood that recourse to arbitration implies equal agreement to accept the awards and in some cases such a clause is included in the terms of reference. To establish a court of inquiry the Government does not require the consent of parties to a dispute. Such a court has as its purposes the supplying of Parliament and the public with facts on a difficult case where settlement seems unlikely.

Joint Industrial Negotiation

Many agreements between employers and employees contain provisions for the settlement of differences arising in the process of establishing and enforcing working standards. The normal practice is to attempt informal mediation of disputes. They may be considered in the shop, then locally, next in the district, and if still unsettled may go to a central authority provided within the industry. Machinery for mediation varies with the industries and different localities.

Prior to the war it was more common than at present to include in agreements definite terms for arbitration. The tendency of late years has been, however, to omit such provisions and to depend upon joint voluntary negotiations. In practical experience the presence of an arbitration clause in an agreement has sometimes been found to nullify preliminary negotiation. The parties to a dispute may be less willing to compromise if they know that arbitration is a possibility, fearing that by so doing they may weaken their position when a final award is made. This view is held by both employers and employees, and it is further believed that (1) the growth of regulation by an independent authority tends to weaken the position of organization both as regards membership and policy making; (2) claims are likely to be pressed farther than is justified; (3) discontent is encouraged; and (4) the parties involved tend to become litigants rather than cooperators.

The effectiveness of voluntary methods of settlement is shown in table 3, indicating the aggregate value in pounds of wage changes made by different methods between 1924 and 1936.

Approximately 10 percent of the total increases and decreases were made after disputes causing stoppages of work had occurred.

TABLE 3.—*Wage Changes Effected by Specified Methods in Great Britain, 1924-36*

Method of change	Weekly amount of—		
	Increase	Decrease	Total change
All methods.....	£2, 453, 775	£2, 500, 975	£4, 954, 750
Arbitration and mediation.....	174, 335	212, 545	386, 880
Cost of living sliding scale.....	404, 975	710, 970	1, 115, 945
Modifications of sliding scale.....	582, 725	781, 525	1, 364, 250
Standing joint bodies.....	410, 415	259, 715	670, 130
Direct negotiation.....	881, 325	536, 220	1, 417, 545

In table 4 the number of strikes and lock-outs and persons affected are classified by method of settlement for the period 1924-36. These figures indicate that the overwhelming majority of labor disputes—4,091 out of 6,107—were settled by direct negotiation and that 2,711,000 of the 6,087,000 persons directly involved were returned to their jobs through negotiations of this kind. There were 94 strikes and lock-outs covering 611,500 persons which were settled by arbitration proceedings.

TABLE 4.—*Number of Strikes and Lock-Outs and Persons Directly Affected in Great Britain, Classified by Method of Settlement, 1924-36*

Method of settlement	Strikes or lock-outs	Persons involved
All methods.....	6, 107	6, 087, 000
Direct negotiation.....	4, 091	2, 711, 000
Employers' terms.....	994	470, 000
Replacement of workers.....	362	21, 000
Closing of works.....	46	5, 500
Conciliation.....	425	664, 500
Arbitration.....	94	611, 500
Other methods.....	95	1, 603, 500

¹ This figure includes 1,580,000 persons who were directly involved in strikes during 1926, the year of the general strike.

Negotiation with Government Assistance

With most of the differences between employers and workers settled either by direct negotiations between voluntarily formed organizations representing the parties concerned or by joint negotiating machinery established by them for that purpose, there is still a margin of disputes not susceptible to settlement under the existing machinery. The Government has made provision to render assistance in preventing and settling such differences by giving the Minister of Labor certain powers under the Conciliation Act, 1896, and the Industrial Courts Act, 1919. Assistance of the three types already mentioned—conciliation, arbitration, and inquiry—are here described in the order named.

CONCILIATION

Within the Ministry of Labor the industrial relations branch performs the necessary offices of conciliation. This office encourages and assists in forming joint negotiating machinery within industry and examines and advises upon legislative and other proposals affecting employer-employee relations as well as similar questions arising in the administration of all Government departments. In addition to the staff in the Ministry of Labor, conciliation offices operate in six of the major industrial centers—London, Manchester, Birmingham, Glasgow, Leeds, and Bristol—where expert conciliators and small staffs are maintained. These officers keep in close touch with the industrial conditions in the districts to which they are assigned and report to the Ministry of Labor on matters of importance. Their services are available to employers and employees.

When the Government is called upon to conciliate, the Minister of Labor does not take any action until he has assured himself that the facilities of existing voluntary machinery have been exhausted in an effort to compose differences. He may then intercede according to his best judgment as to methods, since no general rules of procedure are laid down. This may mean a simple discussion with the party approaching him, separate conferences with the two parties to the dispute, arrangement for a joint conference with or without the conciliator present, a formal conference under the conciliator as chairman, or any combination of these methods. Such a procedure may either end in settlement of a dispute or pave the way for arbitration. The extent to which these measures operate is shown in official statistics. In 1936 conciliation officers of the Ministry of Labor effected settlements in 45 industrial cases, in 1935 the total was 41 of which 3 were referred for arbitration, and in 1934, 29 cases were handled. These figures do not, of course, include instances in which the Government acted informally to bring about agreement before a dispute actually arose, this being a prominent feature of the work in handling industrial relations.

ARBITRATION

The powers of the Minister of Labor in arbitrating disputes are limited in two ways. He may not act unless requested by both parties and then only if the voluntary machinery for conciliation and arbitration has been tried and has failed to bring about a settlement. By a law of 1896 the Minister may appoint an arbitrator upon request of both parties. The legislation of 1919 elaborates on the kind of arbitral machinery the Government may use, that is the industrial court, arbitrators appointed by the Minister, and arbitrators nominated by the employers or workers concerned headed by an independ-

ent chairman chosen by the Minister. As the procedure permits considerable flexibility, the kind of tribunal most suitable in the circumstances and most acceptable to the parties may be employed.

The industrial court is a standing arbitration tribunal consisting of independent persons, employer and employee representatives, and one or more women, all appointed by the Minister. The president of the court or the chairman of any division of the court must be one of the independent members. In dealing with cases the court is constituted of such members as the president directs. In practice the president, one member representing employers, and one of the workers have been able to deal with cases submitted satisfactorily. Cases are referred to the court by the Minister after submission with terms of reference by the disputants. Where interpretation of awards is desired either party may make request direct to the court. In all, 1,671 settlements were made by use of this machinery between 1919, when it was established, and the end of 1936.

Ad hoc boards of arbitration usually have three members—a chairman, an employer, and an employee representative. They are chosen from panels of employers, workers, women, and independent persons, and are established by the Minister of Labor under his statutory powers. In setting up an ad hoc board the wishes of the disputing parties are taken into account in choosing the membership.

Differences may also be laid before an independent arbitrator chosen and appointed by the Minister. If the two parties to a dispute desire, arrangements are made for the arbitrator to sit with assessors appointed by and representing each side. Such an arrangement differs little from the ad hoc board except that the assessors do not formally participate in the award and it is in the discretion of the chairman to determine what weight their opinions will carry. Of the nine awards made by single arbitrators in 1936, only two were made by arbitrators sitting with assessors.

In cases when members of an ad hoc board fail to agree the law provides that the chairman of the industrial court shall make an award. The legislation also permits the Minister of Labor to establish certain rules of procedure for the court. Those adopted include a provision that the court may call in assessors. It may act even though there is a vacancy among its membership if the parties consent, it may give interpretations of an award on request of the Minister or any party to the award, and it may settle upon an interpretation without further hearing with the mutual consent of those affected.

No rules of this kind have been issued covering other Government arbitration proceedings. In practice, however, the chairman of an ad hoc board makes an award when the other parties cannot reach an agreement. When possible the terms of reference of a case include

provision for this eventuality, leaving the decision to the chairman if agreement fails.

Representation of the parties by counsel is discouraged but not forbidden. It rests within the power of the appointed arbitration authority to permit legal advisers to appear and if one party is allowed to have a lawyer the other is allowed the same privilege.

Regardless of the form of arbitration adopted there is no statutory provision whereby an award may be made obligatory. Only the weight of moral conviction and public opinion insures that the parties to a dispute will abide by a decision, unless a clause to that effect is included in the terms of agreement sending a case to an arbitral body. Awards of the industrial court are published, as well as those of the civil service arbitration tribunal. More than 1,600 awards have been made by the industrial court. Other awards are regarded as the property of the parties concerned and are not published or made available to outside parties. Expenses of arbitration are borne by the Government.

Civil service cases, formerly referred to the industrial court, are now handled by a special tribunal similar in form to the court. It has an independent chairman, one member selected from a Government panel, and another from the staff side of the national Whitley council. Cases coming up for arbitration include claims for wages, hours, and leave of absence. Consideration is given to claims affecting a group but not an individual. Awards are given effect by the Government subject to the overriding authority of Parliament.

COURTS OF INQUIRY

In the courts of inquiry Great Britain has a governmental agency for avoiding employer-employee friction, the use of which is entirely in the discretion of the Government. The industrial courts legislation of 1919 provides that such a court may be established by the Minister of Labor to inquire into matters connected with an existing or apprehended dispute, whether reported to him or not. Since 1919, 21 courts of inquiry have been appointed and have reported. They are established only when no recognized method of settlement seems possible in a controversy, when a deadlock has arisen, or when there is apprehension that the dispute may have serious implications for the public. The power to establish such courts is used sparingly and only when the interests are wider than those of the parties immediately concerned. Although the activities of a court of inquiry are not those of conciliator or arbitrator, its findings may be helpful in eventual settlement of differences by conciliation or arbitration proceedings.

Social Security

ANNUAL WAGE AND GUARANTEED EMPLOYMENT PLANS

PLANS for guaranteeing income or employment on an annual basis are extremely rare in the United States. So far as is known, there are only three companies employing as many as 100 workers which have such plans in effect at the present time. There may be other employers with small working staffs who, in practice, provide steady work and income throughout the year, especially for their highly skilled craftsmen, but few of them have formal contractual arrangements which might be termed guaranties. The three larger companies are the Procter & Gamble Co., Cincinnati, soap manufacturers, employing about 3,000 workers; Nunn-Bush Shoe Co., Milwaukee, manufacturers of men's shoes, employing about 1,000 workers; and George A. Hormel & Co., Austin, Minn., a meat-packing firm, employing about 3,000 persons.

In addition, The Columbia Conserve Co. might be included in the number of companies having annual wage plans, as all its regular employees are on a salary basis 52 weeks a year. However, as the employees own a majority of the stock of this company and manage its affairs, the salary payments are a part of its general profit-sharing plan, and for this reason it is not included in the following discussion of annual wage plans.

The plans of the three companies cited above are of two general types—those which guarantee employment for a specified minimum period, and those which guarantee annual incomes or regular weekly pay regardless of fluctuations in production.

Procter & Gamble Guaranty of Regular Employment

The Procter & Gamble Co. guarantees employment rather than wages. All regular employees having at least 2 years' service with this company are assured not less than 48 weeks' employment in each calendar year. The week's vacation with pay is included in the guaranteed employment. Time lost by reason of holiday closing, sickness, or voluntary absence is deductible from the guaranty. The Procter & Gamble Co. plan has been in effect, with certain modifications, since 1923. The most important modifications have been

with reference to the weekly hours of work to which the employees are entitled by their 48-week guaranty. The plan simply specifies that regular employment shall be understood to mean employment for not less than the "standard" hour week established from time to time by the company. When the plan was first established the workweek was set at 50 hours. In 1932 it was reduced to 45 hours, and in 1933 the standard week was reduced to a 40-hour, 5-day week. Another modification in the Procter & Gamble plan was the gradual extension of the length-of-service requirement for participation from 6 months to the 2 years now in effect.

The text of the present (revised) plan is as follows

1. The following provisions constitute the plan known as the Procter & Gamble Guaranty of Regular Employment and will apply at such factories of the Procter & Gamble Co., the Procter & Gamble Manufacturing Co., and the Procter & Gamble Co. of Canada, Ltd., as have been duly notified in writing of their inclusion in said plan by order of the board of directors of the Procter & Gamble Co.

2. This plan supersedes all former plans for guaranty of regular employment and will become effective December 4, 1936, and thereafter will be the only plan in effect, until terminated, modified, or withdrawn as hereinafter provided.

3. To the employees located at such factories as above stated whose pay is computed on an hourly rate and who have had at least twenty-four (24) consecutive months of employment immediately preceding the application of this plan to their employment, the undersigned company hereby guarantees regular employment for not less than 48 weeks (or its time equivalent) in each calendar year less only time lost by reason of holiday closings, vacation with pay, disability due to sickness or injury or voluntary absence or through fires, floods, strikes, or other emergency whether like the foregoing or not, and subject to the following provisions:

(a) Regular employment shall be understood to mean employment for not less than the hour week established from time to time by the company as the standard hour week at each of its factories.

(b) When an employee first comes under this guaranty after January 1 of any calendar year, the company guarantees to him under the terms and provisions outlined herein that he shall not be unemployed in excess of 4 weeks (or its time equivalent) during the remainder of the calendar year, plus time lost for reasons herein stated.

(c) The company reserves the right under this guaranty to transfer any employee to work other than that at which he is regularly employed, and to compensate him for same in accordance with the wage rate which prevails for the work to which he has been transferred.

(d) Upon authorization from the board of directors and without changing the established hour week, the hours of work for employees coming within the terms of this guaranty may be limited to 75 percent of the established hour week less time lost for reasons stated above, whenever in the opinion of the board of directors such action seems justified.

(e) The right to discharge any employee at any time is reserved to the company employing such employee.

4. This guaranty of employment has been established because the company believes it to be sound business practice and a desirable protection for its employees. It is the intent of the company to maintain it, but the company must and does reserve the unqualified right, to be exercised in its sole discretion, to

withdraw this guaranty at any of its factories, or to terminate or to modify this guaranty at any time.

NOTE.—In section 3 of the above plan "twenty-four (24) consecutive months of employment" shall be read "twelve (12) consecutive months of employment" insofar as employees of the company on December 4, 1936, and who remain continuously in the employ of the company, are concerned; otherwise all terms of the plan shall apply.

Nunn-Bush Yearly Salary Plan

The Nunn-Bush plan, inaugurated in 1935, provides for 52 weekly pay checks based on two factors: (1) The estimated number of working hours per year during which the factory will operate; (2) the proportion of labor costs to wholesale value of shoes sold.

Each individual's annual salary is initially determined by multiplying his hourly rate by the number of hours it is estimated the factory will operate. At the present time this is 1,920 hours—based on 40 hours a week minus legal holidays and customary vacations. The yearly salary is then divided into 52 weekly payments of equal amount, with the exception that absences due to personal reasons are deducted and overtime is paid for. Weekly pay rolls are taken from the group salary fund set up by the company at the beginning of each year. This fund is the agreed-upon percentage of the wholesale value of the estimated volume of business. The percentage represents the ratio of labor costs to wholesale prices, as determined from experience over a number of years. If the total weekly salaries exceed this percentage of wholesale value, and it is apparent that the fund will not be automatically balanced before the end of the year, the weekly payments are revised downward. Any surplus after the 52 weekly payments are paid is distributed on a pro-rata basis as additional earned compensation.

* All workers on the permanent employment list when the plan went into effect participate. Temporary employees taken on during busy seasons do not participate until they become eligible for permanent employment on a seniority basis. These so-called class B or temporary workers constituted about 5 percent of the working force during 1937.

The chief merits of this plan, as cited by the sponsors, are that it gives security of employment and regularity of pay, although no guaranteed amount for the year. It allows for flexibility of prices, with automatic adjustments of wage levels. As prices rise, workers' compensation rises; and as prices fall, wages are automatically reduced.

Some of the more important clauses of the agreement between the company and the Nunn-Bush Employees' Shop Union entered into January 4, 1937, are reproduced below:

1. Salaries as referred to herein are understood to mean what has been customarily considered under the heading of wages on the company's books in the past.

* * * * *

4. It is agreed that the basic salary by operation to be maintained during the life of this agreement is that rate being paid on the effective date of this agreement.

5. It is agreed that the rate upon which the straight-time salary of any member of the union is calculated and the rate at which any member of the union is to be compensated for overtime shall be the rate that member is receiving on the effective date of this agreement.

6. Individual salary adjustments may be arranged by the business agent of the union directly with the company or its duly constituted representatives but such changes must be approved by the shop committee of the union before they become effective.

7. Whenever the total salaries (as defined in the first paragraph of this section) paid to the members of the union during the life of this agreement, shall exceed — percent of the wholesale value of the shoes packed during the life of this agreement, and the company is convinced that such excess will not be balanced automatically back to the agreed basis (— percent of the wholesale value of the shoes packed) during the remaining period of the contract; then the weekly payments to the members of the union shall be revised downward to a basis which it is expected will equal — percent of the wholesale value of the shoes packed, over the life of the agreement.

8. Whenever matters pertaining to salaries shall not appear to be covered by this agreement, then customary procedure as determined by past experience in the factory shall be followed.

Method of Payment of Salaries

1. The company agrees to pay as salaries to the members of the union — percent of the wholesale value of the shoes packed during the life of this agreement.

2. The company guarantees that each member of the union shall receive an annual salary not less than the number of hours worked during the term of the contract, times his or her hourly rate.

3. Each member of the union, except as hereinafter provided in paragraph sub-two (2) of section A, part six (6), shall receive fifty-two (52) weekly payments of equal amount, subject to the provisions of part 3, paragraph 7, regardless of the number of regular hours worked. However, if a member absents himself from the factory on a regular working day when there is work available, then his weekly payment shall be reduced by an amount equal to the number of hours absent times his hourly rate. If a member so desires, he or she may receive the regular weekly salary although he or she was absent up to forty (40) hours of the period covered by the check. Further advances may be made by the company at its discretion but no losses sustained from such advances shall be debited to the union salary fund of — percent of the wholesale value of the shoes packed during the life of this agreement. The deduction shall then be made from his succeeding weekly payments at a rate agreed upon by the member involved and the company.

4. The amount of each weekly payment, fifty-two (52) in all, to each member of the union shall equal forty (40) times the hourly rate of the member, subject to the provisions of part 3, paragraph 7.

5. If, at the end of the company's fiscal year, or at the end of the term of this agreement, or at any other time that the company and the union shall agree,

there shall be a surplus after the salaries paid are deducted, from — percent of the wholesale value of the shoes packed from the beginning of the agreement, the company and the union, through their representatives, may, in their discretion, order such surplus, or any part thereof, to be divided among the following members of the union:

(1) All class A members whose salaries have been customarily included in wages as defined in the first paragraph of this section.

(2) All class B members who had a 1-year service record on the date this contract was signed.

(3) All other class B members shall also participate in this distribution from the time during the contract period that they have attained the 1-year service record.

(4) This distribution shall be made on a pro-rata basis as additional earned compensation.

(a) All other members of the union who included themselves in the straight-time plan shall, if additional earned compensation is divided, receive from the company a sum of equal ratio, e. g., sole-leather department members.

(b) If a class A member leaves the employ of the company while such surplus exists, that member shall be entitled to the payment of his equitable share of such surplus as soon as that share can be determined.

6. The company agrees to publish on the several bulletin boards within the factory periodically at least once every three (3) months a statement of the proportion of salaries paid to — percent of the wholesale value of the shoes packed during the life of this agreement.

7. The company agrees to give free access to the necessary books and records and full cooperation once during each fiscal year to a private auditor selected by the union to check the wholesale value of the shoes packed and the salaries paid during the life of this agreement.

(a) The time of such annual audit shall be agreed upon by the company and the union and consideration shall be given to the company in selecting a convenient time.

Service Record Defined

* * * * *

2. All present employee-members who it is known will not remain in the employ of the company for 1 year, present employee-members recalled from a lay-off temporarily, all employee-members rehired after the signing of this agreement having more than a three (3) month service record, and all new employees hired after the signing of this agreement who have completed the three (3) month probation period and have been accepted by the union as members thereof shall be regarded as class B members and shall be entitled to all the benefits of the provisions of this agreement except those provisions pertaining to the straight-time plan.

3. When a member's employment shall be regarded as permanent by the company and the union he shall be considered a class A member and shall be entitled to the benefits of the straight-time plan provisions of this contract. A class B member's employment shall be regarded as permanent only when the company's rate of production warrants his employment on an annual basis. Until that time such employee shall not share in the benefits of the straight-time plan since that plan is designed for the protection of the permanent employees only.

George A. Hormel & Co. Straight-Time Plan

Under the Hormel straight-time arrangement the year's prospective volume of business for each department is estimated at the beginning of each year. The labor cost for this amount of work is budgeted

into 52 weekly allotments for the number of workers which past experience has indicated would be required to do the work. Yearly working time is based on a 40-hour week, with vacation and sick leave allowed. Absences for other causes are deducted.

If at the end of the year a department has produced less than its budgeted volume, the members of the department individually and collectively become indebted to the company for producing that much work at the first opportunity. If the production exceeds the budgeted volume, bonuses are paid. These bonuses are based on what it would have cost if extra employees had been added to the staff.

If members of the department are absent, the company allots the equivalent of the absent workers' pay to the department in either men or money. In turn, a majority in the department determines whether a replacement man shall be employed or whether the absent person's work will be absorbed by the gang. If the latter is decided, a majority vote in the department determines how the replacement money will be distributed. The management, however, reserves the right to insist on replacements if tonnage production falls below the business requirements.

The Hormel straight-time salary plan has been endorsed by the local union of the United Packing House Workers (C. I. O.) with which the company has an agreement. Acceptance of the plan, however, is on a department basis, and any department or the company may cancel the plan on 30 days' notice at the end of the fiscal year. At the present time 90 percent of the company's 3,000 employees are under the plan. The union is of primary importance in the operation of the plan, particularly with respect to the establishment of the work budgets for a given number of persons, assignment of work within the department, additions or transfers of persons when adjustments in work budget are made, allocation of bonuses, and settlement of misunderstandings and grievances arising under the plan.

A straight-salary plan was first inaugurated by Mr. Hormel in one department in 1931. It was gradually extended until, in July 1933, it included the entire plant. Shortly thereafter the plant became unionized and the union demanded a return to hourly wages. Several months later, however, the men asked for restoration of the straight-salary basis and gradually it has been reinstated in one department after another. This experience proves, the company says, "that the plan should never be put in effect with any group of employees until they have understood it so well that they are seeking it."

The text of the agreement covering the plan is reproduced below:

(1) Each employee regularly assigned to a straight-time department will receive the weekly rate of pay provided for him in the latest approval of the straight-time plan for his department. This rate of pay will be subject to any increases or decreases affecting the plant as a whole. Each employee will receive

his regular pay check every week except when absent beyond regularly provided sick leave or vacation.

(2) Each employee on the straight-time basis will receive 1 week sick leave or vacation. Each one who has completed 5 years of continuous service with the company will receive an additional such week. Each female employee who has completed 15 years and each male employee who has completed 20 years, will receive still an additional week.

Sick leave will be taken only at times of bona fide sickness. Vacations will be taken at such times as will not interfere with the work of the department.

(3) A man absent shall have the right to choose whether he shall be docked or whether his absence will apply on the sick leave to which he is entitled. Unless otherwise specified in schedule C, 1 day's absence will count as one-sixth of a week; a half day will count as one-twelfth of a week, and missing gang time any one day will count as a full day, no matter how short gang time was that day.

(4) The straight-time arrangement with respect to any department may be canceled at any time that department fails to abide by all working agreements or at any time the discontinuance of the straight-time arrangement in some other department directly affecting it requires the cancellation.

If other hour limitations become established by law, this plan will be changed to conform to such law, or if the company considers the straight-time plan unworkable because of the passage of any such law, the whole straight-time arrangement, or any part of it, may be canceled as of the effective date of any such law.

Any time any department becomes dissatisfied with the straight-time arrangement and wishes to cancel it, such cancellation may be effected in the usual manner of handling grievances.

Otherwise straight-time arrangements may be discontinued only by 30 days' advance notice of desire to make such discontinuance at the end of the company's fiscal year.

(5) Whenever a straight-time plan is abandoned for any department, the employees in that department will be entitled to receive, on the job to which they may be assigned, the hourly rates (subject to any general increases or decreases since made) which they did receive when last working on an hourly basis. Employees going from straight-time to an hourly basis on a job which they have not previously held on an hourly basis will receive the scale rate for that job.

(6) If there is any increase or decrease in the amount of work required to produce the budgeted volume, a corresponding adjustment will be made in the department volume budget or in the number of people in the department. The choice as to which adjustment shall be made will be left to a decision by a majority in the department in case the change is an increase.

(7) In case the required amount of work is reduced sufficiently to permit the removal of one or more employees, such employees will be transferred from the department on a seniority basis. When the manufacture of some item is discontinued, or when, because of a change in method of operation, certain job or jobs are discontinued, it is understood that it will be necessary to reduce the straight-time gang correspondingly. Such reductions will be made on the basis of seniority.

(8) Except as provided in paragraphs (6) or (7) there will be no reduction in the number of employees in any straight-time department within a period of 1 year from the latest approval of the straight-time arrangement for that department. Any employee who is laid off from a straight-time department may find employment elsewhere on the basis of his regular seniority rights, or, on application, may be transferred, at his regular rate of pay, to the extra gang which will be maintained to handle extra work, temporary replacements, and other business requirements which cannot be handled by the regular straight-time departments. During the period of any one fiscal year, this extra gang will not be reduced below the

number who have been transferred to it from regular straight-time employment, thus maintaining employment with full pay for at least 1 year for the number of individuals originally assigned to the straight-time schedule for any year.

Any employee laid off from the extra gang may find other employment on the basis of his seniority rights.

(9) For each department for which it is possible to establish some measure of the work to be done, the budgeted annual volume will be stated.

In any year in which the department produces less than the budgeted annual volume, the members of the department, individually and collectively, become indebted to the company for producing that much work at the first opportunity.

At the end of any year in which the cumulated production of the department is in excess of the cumulated budgeted annual volume, bonuses will be paid the members of the department. These bonuses will be calculated on the basis of what the cost of the extra production would be by adding more employees to the department, and the specific method of calculating it with respect to the department will be found in schedule B.

At the end of any year in which the cumulated production of the department is in excess of the cumulated budgeted annual volume, and during which regular members of the department have been absent without pay and without being replaced, the cost of such replacements will be put in a "kitty" to be distributed among the members of the department in whatever manner the majority of the department may agree.

(10) For each department there will be maintained what will be known as a "kitty."

Schedule B will show the department work budget, if any. Unless otherwise provided in schedule B for those departments having work budgets, employees docked for absence, and employees absent on vacations granted on the basis of 5, 15, or 20 years' service, will be replaced.

Replacements will be made in either men or money. That is to say, if the department does not require a replacement man, the money for the replacement will go to the department "kitty."

The management will have the right to insist on replacements if the tonnage produced falls below the daily or weekly volume which the company's business requires, or if the average actual hours worked is or threatens to be in excess of 40 hours per week.

(11) The department committee will direct whether replacement money will be paid to individuals in the gang or whether it will remain in the department "kitty." The money in the department "kitty" will be distributed among the members of the department at the end of each fiscal year, and in whatever manner the majority of the department may agree.

(12) Unless specified in schedule D, the scope of the work of the department will be as has been the custom in the past.

Division of work, equalizing of hours, and choice of assignment to jobs among employees in the department will be determined by the department committee, so long as the quality of the work does not suffer.

Vacations with Pay

PAID VACATIONS FOR BRITISH MINERS

A WEEK'S vacation with pay has been granted to mine workers in the Lancashire and Cheshire districts of England, under a new agreement effective July 1, 1938.¹ The provisions for a week's holiday pay are:

Males:	£	s.
21 years of age and over.....	3	0
18 to 21 years.....	1	10
Under 18 years.....	1	--
Females:		
21 years of age and over.....	1	10
Under 21 years.....	1	--

Other mining areas in which the movement for holidays with pay is said to be making progress are Cumberland, which has made a temporary arrangement similar to the one adopted in Lancashire and Cheshire; North Staffordshire, where, according to report, the policy has been accepted in principle; and Nottingham, where the matter is under negotiation.

VACATIONS WITH PAY RECOMMENDED FOR ALL BRITISH WORKERS

AN annual vacation with pay is recommended for all workers covered by the compulsory insurance schemes of Great Britain in the report of the Committee on Holidays with Pay.² This committee was established by the Minister of Labor in 1937 to investigate the extent to which paid vacations are given to workers and to report on the possibility of widening the application of the principle by law or otherwise. The unanimous report, issued in April 1938, favors holidays consisting of at least as many days as there are in the working week, to be granted consecutively insofar as practicable. A preference is expressed for extending the paid-holiday system by the terms of collective agreements, and the committee recommends that no legislative action be taken before the parliamentary session of 1940-41. At that time the type of law to be provided will depend upon how generally vacations with pay have been introduced voluntarily.

¹ Manchester Guardian, March 5, 1938, p. 15.

² Great Britain. Ministry of Labor. Report of the Committee on Holidays with Pay. London, 1938. (Cmd. 5724.)

Public interest in the subject of the inquiry led to a decision to hold hearings. Testimony was given at the hearings for 14 days, and the oral evidence and written reports submitted were printed. The committee found that paid holidays are required by statute only in one instance and under exceptional conditions. This provision is made under the Shops (Hours of Closing) Act, 1928, for workers in a holiday resort or sea-fishing town, where the local authority may allow shops to remain open beyond the regular hours during the season, provided compensatory holidays with full pay are granted afterwards. Salaried employees in Great Britain have had paid holidays for 80 years, but wage earners did not secure holidays to any marked extent until the end of the nineteenth century.

A witness representing the Ministry of Labor advised the committee that at the time of the hearings between $1\frac{1}{2}$ and $1\frac{3}{4}$ million manual wage earners were covered by general or district collective agreements providing payment of wages for annual vacations. In addition large numbers of salaried workers were regularly granted vacations. On the basis of the testimony submitted and without a canvass, the committee concluded that at the end of March 1938 some $7\frac{1}{4}$ million workers, representing 40 percent of the $18\frac{1}{2}$ million receiving annual wages of not over £250, were granted vacations with pay. The duration of the vacation varies, but is usually a week for industrial workers.

Evidence given in support of holidays with pay stressed the need thereof for the sake of health and efficiency and also for social reasons. Organized labor favored a vacation of 12 days after 12 months of service, to be established by law. Extension by statute was opposed on the ground that the problem was directly connected with wages and conditions of employment and as such should be settled by collective negotiation.

The difficulties arising when vacations are concentrated within a short period were admitted, and it was recognized that something should be done to stagger holidays, as well as to provide more adequate holiday accommodation. The suggestion was made that persons on vacation should get away from home, and that the railroads should authorize reductions on tickets.

In granting a general holiday, certain interests believe that the position of special classes of labor should be taken into account. It was cited, for example, that workers on canal boats lead a healthful life and are not so much in need of paid vacations as industrial workers. Domestic workers, part of whose wage is in room and board, should receive sufficient pay during the vacation period to compensate for wages and payments in kind.

As the unemployment-insurance acts were introduced when paid holidays for insured manual workers were rare, it is recommended that the provisions with respect to benefits and contribution payments during vacations be amended to take care of changed conditions,

Another question that must be met is whether or not it should be permissible to accept other remunerative work during vacations with pay. The committee was interested in schemes submitted by which special accounts would be kept for funds provided for holidays with pay. In addition to the sums paid in by employers, employees could contribute in order to meet the extra costs usually occasioned by a vacation.

In the course of the committee's inquiry, the value of holidays with pay was found to be well understood. However, it was concluded that an attempt to introduce a uniform vacation system for all industries and trades would result in serious difficulties. Therefore flexibility is recommended as the keynote to success. To secure enactment of a law making paid holidays mandatory at once would be to assume that industry as a whole has more to give workers than is being paid in wages at present. If the problem could be considered purely from the social aspect, and removed from the sphere of wage negotiation, there would be less likelihood of friction. Labor costs vary from 5 to 70 percent of the cost of production. If the contention that holidays with pay should be regarded as a prior charge on industry were generally accepted, the committee agreed that over the whole of industry the cost of a paid holiday of 1 week would be relatively small. The unequal effect of the proposal upon the different industries, however, as the committee found, has prevented its general acceptance.

The time is regarded as opportune for encouraging holidays, in the opinion of the committee. It recommends voluntary adoption of a system whereby workers regularly employed shall be granted 1 week's vacation with pay. In industries furnishing intermittent employment, such as the building trades and port transport, some system may be necessary whereby employees' cards are stamped to show the duration of employment with any firm and the holiday payment prorated among the employers of the worker in the preceding year.

In industries having statutory bodies to enforce minimum wages, legislation is recommended. Wage boards should be given authority to determine whether an industry is in a position to grant the paid vacation of 1 week, and whether it should be for a consecutive week or otherwise. If such a holiday is decided upon, it should be declared binding on confirmation by the Minister of Labor. Agricultural wages committees should be authorized to determine whether a holiday of at least 7 days with pay should be granted. The appropriate committee should be empowered to decide whether the vacation should be consecutive or 3 days at a time, and should be obliged to send the Ministers of Labor and Agriculture copies of the decision. The same should apply to any other statutory bodies established at a later time.

For domestic employees who have been fully employed for 1 year or more, the paid vacation recommended is 2 weeks, but it need not

be consecutive. The committee considered making the same recommendation with respect to employees "living in" in hotels and apartment houses and for those in the catering and entertainment industries, but decided to leave this for settlement within the industries.

In the industries having statutory bodies to fix working conditions, and for domestic servants, introduction of bills to provide for holidays with pay was recommended for an early date. Further parliamentary action is to be postponed until 1940-41, in the recommendations of the committee. At that time any legislation enacted should leave it to the parties concerned to arrange and settle the terms under which vacations are to be granted. If they are unable to come to an agreement, the committee believes it may be convenient to make provision for some person or body chosen by the parties affected to hear the cases and settle the terms. Should the parties fail to agree on such a person or board, the Minister of Labor should refer the question to a tribunal named by himself. Such legislation should not be applicable when an employer has only one employee. In industries where the vacation allowances are more liberal than those established by this machinery, the more favorable conditions shall continue.

Finally, the report makes a number of suggestions for spreading the holidays as much as possible, while at the same time keeping them within the summer period.

Unemployed Youth

N. Y. A. PLACEMENTS

IN COOPERATION with public employment services of 76 cities in 31 States,¹ the National Youth Administration has been developing employment divisions for placement of juniors.

From July 1, 1936, to January 1, 1938, the new applicants registered at these offices numbered 193,715, of whom 89,203, or 46 percent, were placed in private employment. These figures and the following data are given by Mary H. S. Hayes, Director of Guidance and Placement for the National Youth Administration, in the May 1938 issue of *Occupations—The Vocational Guidance Magazine*, New York.

Comparisons between the proportions of registered and of placed young persons in specified groups according to age, amount of education, relief status, and work experience, are shown below.

Age:	Percent of applicants	Percent of placements
18 years.....	26	25
18-21 years.....	62	60
21-25 years.....	12	15
Total.....	100	100
Education:		
Eighth grade.....	19	20
Some high school.....	35	38
High school graduate.....	45	41
College graduate.....	1	1
Total.....	100	100
Relief status:		
On relief.....	7	7
Not on relief.....	93	93
Total.....	100	100
Work experience:		
Worked before.....	65	72
Never worked.....	35	28
Total.....	100	100

It will be noted from the preceding figures that the proportions of persons in the respective age, educational, and relief-status groups

¹ Alabama, Arkansas, California, Colorado, Connecticut, District of Columbia, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, Oklahoma, Rhode Island, Tennessee, Texas, Vermont, West Virginia, and Wisconsin.

who were placed in employment were about the same as the proportions of applicants in these different groups. However, 72 percent of those placed had worked before, as compared with only 65 percent of the total number of applicants—an evidence of the importance of previous work experience in securing a job. But the fact that in 28 percent of the placements the applicants had no previous work experience should be an encouragement to young persons who have never yet been employed.

Other functions of the N. Y. A. relating to youth guidance are:

1. Study of the individual: In 32 States a personnel card has been devised for young people out of school who apply for N. Y. A. work. Upon this card the social, educational, and work history of the applicant is inscribed and also the record of his ambitions and interests.

2. Try-out courses: One of the objects of the N. Y. A. work project has been to provide work experience for young persons to enable them to obtain a try-out in some kind of employment with a view to determining whether or not it is in accordance with their interests and abilities. These projects are necessarily limited, but the attempt is made to have them include as many lines of work as practicable.

3. Occupational information: The preparation of data on occupations has been most extensive in Illinois; five of the other States also have prepared bulletins on the subject; and in 3 States such material is being prepared. At the time the article under review was written, 81 bulletins had been completed or were under way, dealing with different industries, describing the jobs particularly characteristic of each industry, indicating the geographic distribution of the industry, and setting forth available data concerning its trends toward expansion or contraction.

4. Individual counseling: In 10 communities where technical aid was obtainable through cooperating agencies, consultation services for young persons out of school have been organized. Five of these centers cooperated from the beginning with State employment services, and in two other centers similar cooperative arrangements have now been made. The majority of the young persons are referred to these offices from State employment services, but references are also made by social agencies, schools, and interested private citizens.

5. Group guidance: In addition to its other activities the N. Y. A. has made an effort to provide occupational data and opportunities for discussing such information. In Illinois, late-afternoon and evening occupational classes have been organized for young persons out of school. In the last 2 years more than 5,000 of these classes have been held, with an aggregate attendance of over 107,000 youths. More than 300 industrial motion pictures were shown in this connection.

In other States career conferences or guidance institutes have been held. In 15 States, arrangements have been made for weekly radio programs on occupations. In general, these programs take the form of talks by workers in various fields, which are later mimeographed and distributed. In certain other States forums have been inaugurated to discuss general problems confronting youth.

Seventeen State directories have been prepared on training opportunities.

In brief, the whole N. Y. A. is established on the principle of guidance, in that it is decentralized and each State director bases his program on the requirements of the youth in his community and the facilities which that community provides. The N. Y. A. attempts the development not of one Government program for young people, but of numerous programs adapted to the varying needs of varying youth.

Industrial Relations

COLLECTIVE BARGAINING BY UNITED ELECTRICAL, RADIO, AND MACHINE WORKERS ¹

By HELEN S. HOEBER, *of the Bureau of Labor Statistics*

THE MANUFACTURE of electrical equipment, including radios, was one of the important mass-production industries almost untouched by union organization before the National Industrial Recovery Act of 1933. With the impetus to collective bargaining which was given by section 7 (a) of this act, the workers in the electrical-manufacturing industry turned to unions.

As in the automobile and rubber industries, some of the new union members in the electrical and radio industry were organized into federal labor unions, which were local unions directly affiliated to the American Federation of Labor. Subsequently these locals, which were mainly made up of radio workers, were brought together under a council for the radio part of the industry. The council operated with restricted autonomy. This organizational structure was a temporary expedient adopted to meet the jurisdictional problems raised by the tremendous influx of members from heretofore unorganized industries. Other workers in the industry, particularly in the heavy branches, formed unions which remained independent of the American Federation of Labor. These unions formed an organization of their own, the Electrical and Radio Workers Union.

Within both of these groups in the electrical and equipment industry there developed a strong sentiment for a national union of their own. When the American Federation of Labor granted jurisdiction over them to the International Brotherhood of Electrical Workers, all but one of the federal labor unions joined with the Electrical and Radio Workers Union to form a new organization. This new union, named the United Electrical and Radio Workers of America, was established in February 1936, and represented about 25,000 workers. Subsequently, the American Federation of Labor revoked the charters of these federal labor unions.

In November 1936 the United Electrical and Radio Workers of America was accepted into membership by the Committee for Industrial Organization. At its 1937 convention the union made a further extension of jurisdiction, opening its membership to machine-shop

¹ An analysis of agreements in the Bureau's files in April 1938.

workers and changing its name to the United Electrical, Radio, and Machine Workers of America. The present membership of the union is approximately 137,000, and it has signed agreements in about 500 plants.

Collective bargaining in the industry was initiated with the signing of an agreement with the Philadelphia Storage Battery Co. (Philco) in 1935. Company unions had been in existence at Westinghouse Electric since 1919, at General Electric since 1924, and at R. C. A. since June 1933. All of these were displaced between 1935 and 1938, frequently after an election held by the National Labor Relations Board. Agreements have been signed by all the larger companies except Westinghouse. The General Electric agreement was the culmination of more than a year of extended bargaining through a company-wide conference procedure which represented all General Electric locals of the union.

The following analysis of United Electrical, Radio, and Machine Workers' agreements is based on 120 agreements in the Bureau's files. These agreements cover electrical equipment and radio manufacturing plants and machine shops in 14 States. In all but three cases agreements are signed with individual plants. The General Electric agreement covers six plants, one agreement is signed jointly by five companies, and another by a city-wide employers' association in Philadelphia.

Duration of Agreements

The agreements extend for periods of approximately 1 year. In 14 cases the agreements are renewed automatically from year to year unless the required notice is given, from 30 to 90 days. In 27 cases the agreement can be extended indefinitely until terminated by 30 or 60 days' notice, and in three agreements automatic renewal is permissible only for 1 additional year. One agreement continues indefinitely as long as the union is the majority representative, with 30 days' notice required of intent to change wage-and-hour provisions and 90 days' notice for changes in other provisions. Most of the agreements require that negotiations for a succeeding contract begin at least 20 or 30 days before expiration. In one of these, failure to settle upon the terms of a new agreement automatically refers the questions at issue to arbitration. In General Electric, Philco, and five smaller companies, modifications may be made by mutual consent during the life of the agreement. A few agreements provide for modifications as soon as the union signs an agreement establishing different standards for a competitor.

Wage Rates and Pay Provisions

In the plants covered by these agreements wages are generally determined on the basis of wage-incentive plans, such as group bonuses and the Bedeaux system. Accordingly, a common provision

of these agreements is that piece rates, production standards, and bonus schedules proposed after the signing of the agreement are to be adopted only by mutual consent. In one case the bonus system is to be abolished and piece rates established, while another requires substitution of individual for group incentives. In only a very few cases are piece rates specifically prohibited.

In some cases general minimum rates are also set. The General Electric agreement merely continues the company's present policy of equaling the highest rates paid in the community for similar work. Two agreements, one of these covering R. C. A., provide for wage parity with the highest in the local competitive area; and a third makes similar provision in the national competitive area, but permits somewhat lower rates for plants in cities of less than 25,000 population. Sixty of the agreements provide for flat or proportionate wage increases when the agreements went into effect.

In 87 agreements general minimum or guaranteed hourly rates are established for occupations, broad groupings according to skill, or on a plant-wide basis. The last-named is the practice most common in the large mass-production factories, modified to permit a lower rate for the first few weeks on the job. Sex differentials are common; only five agreements specifically require equal pay for equal work. An example is the Philco agreement with minimum rates as follows:

	Men	Women
Starting rate per hour.....	\$0. 49	\$0. 41
Hourly rate after 3 weeks.....	. 55	. 45
Hourly rate after 6 weeks.....	. 61	. 49

Another example is a Fort Wayne, Ind., plant with a 50-cent rate during a learning period of not more than 6 months and a plant-wide minimum of 60 cents per hour thereafter. A Trenton, N. J., and a Brooklyn, N. Y. agreement establish plant-wide minima of 42½ and 32½ cents per hour, respectively. Several agreements establish ranges for skill groups within which must fall minimum earnings on the basis of the detailed piece-rate classification. For instance, a Philadelphia agreement establishes a range of 75 to 85 cents for skilled workers' minimum hourly pay, 60 to 70 cents for semiskilled workers, and 45½ to 55 cents for special classifications, with a 35 cent minimum for miscellaneous groups and 30 cents for learners. A variation is found in a Cleveland, Ohio, plant where the agreement specifies time rates for certain highly skilled occupations, with a general hourly guaranty of 45 cents for learners and 60 cents for regular production workers. The entrance rates in these agreements fall between 30 and 45 cents an hour, except for a 25 cent rate in effect in one of the smaller cities covered.

The Philadelphia association agreement establishes a special classification committee, outside the regular negotiating machinery, to work for uniformity in all shops in the city. The committee is com-

posed of three representatives each of the employers' association and the union, with the addition of an impartial chairman when necessary. In one case disputes concerning bonus rates are to be referred to the representative of a mutually acceptable management engineering company or, if no agreement is reached, to the representative of such a company selected by the United States Secretary of Labor.

Pay differentials for night work are provided in a number of cases. In 16 agreements employees working on other than the regular day shift receive 5 percent higher rates, in one 10 percent, and in four a specified increase. Another agreement applies the 5 percent increase only to work performed after 9 p. m., while three agreements provide 5 percent extra to the second shift, and 10 percent to the third.

A common provision requires payment of a minimum amount to employees who report to work, unless they have been instructed from 6 to 12 hours in advance not to report. This minimum call pay varies from 1½ hours' to a half-day's pay, with the latter the common amount. The agreements usually provide that employees shall be paid for "dead" time when, due to machine break-downs or lack of materials, earnings would otherwise be cut under the piece-work system.

Some agreements require that employees must be paid during working hours and that the pay checks be itemized. Pay deductions, except for voluntary contributions, insurance, or orders authorized in writing by the worker concerned, are prohibited in a few agreements.

In a number of machine-shop agreements foremen who do regular work receive 10 percent above the normal rate.

Hours

The most common workweek established in the agreements is the 40-hour week. R. C. A., Philco, and two smaller companies are on a 36-hour week, however, with the exception of a 40-hour maximum permitted during peak periods in R. C. A. Eight agreements provide for an extension of the normal week from 40 to 48 hours during the rush season. Twenty-five agreements provide for general workweeks longer than 40 hours—2 for a maximum of 42½ hours, 12 for 44 hours, 10 for 45 hours, and one for 47½. Two agreements establish shorter hours for woman workers—37½ and 44—while men in these plants work 40 and 55 hours. In a number of instances "nonproduction" workers—shipping, maintenance, and service department employees—work under scheduled weekly hours from 2 to 8 hours longer than the rest of the plant.

The 8-hour day prevails in most of the agreements, only a few establishing workdays as long as 9 hours and one as long as 10 hours. The 5-day week is also the prevailing standard.

Provision is made in more than half the agreements for a reduction in scheduled hours during the slack season. Most of these specify

the minimum length of the workweek permissible at such times. This minimum workweek is most frequently 24 hours, but other limits ranging from 25 to 35 hours are set in a few cases.

Only a few agreements specify starting and finishing times, these ranging, respectively, from 7 to 8 in the morning and from 4 to 6 at night. A few agreements specify that time for cleaning up shall be allowed during regular working hours. Some provide rest periods of 5 or 10 minutes for employees working on the conveyor or belt system, to occur every 2 or 4 hours.

Overtime and Holidays

The rate of pay for overtime work is time and a half—except in three cases where time and a third is provided; four agreements with time and a quarter rate; and five with no penalty rate. Seventeen agreements, however, establish a double-time rate for overtime worked after 4 hours in any 1 day, and 15 of those after 10 hours in a week. In agreements where a 5-day week is in effect, Saturday work is paid for at time and a half, up to 5 hours in one case and up to 8 hours in the others, with the double-time rate applying thereafter. A few agreements make provision for the rotation of overtime and for lunch on company time if overtime exceeds 2 hours in a day, as well as requiring that overtime work be paid for instead of being canceled by the granting of time off later. Two agreements make the working of overtime optional with the employee.

Six holidays are generally recognized—New Year's Day, Memorial Day, Fourth of July, Labor Day, Thanksgiving, and Christmas. A few agreements also establish as holidays Lincoln's Birthday, Washington's Birthday, Good Friday, Easter, Columbus Day, and Election Day. A few agreements prohibit work on all holidays or on Labor Day, but in most cases a penalty rate is applied. In considerably more than half the cases this rate is higher than that for overtime, holiday work usually being paid for at double the regular rate.

Vacations and Leaves of Absence

Thirty-one of the agreements establish annual paid vacations, usually a week of vacation after a year of service. Although the service requirement does not apply in three agreements and in one case is only 6 months, 2 or 3 years' service is required in a few cases before any vacation is given. In three instances an extra week's pay may be given instead of the vacation. Only one agreement establishes a general vacation of less than a week—3 days. Three agreements provide vacation periods ranging from 2 days up to 2 weeks and three up to 1 week for varying lengths of service. A 2-week vacation is granted in seven cases, but only after service periods of 3 to 14 years. Two agreements grant a week on half pay to employees

who have been in the plant from 6 months to a year, with full pay thereafter.

Vacation pay is usually computed by averaging weekly earnings over the period preceding the vacation, but in four cases the pay is to equal 2 percent of the annual earnings. Vacations must be taken between June 1 and October 1 in a few cases.

Virtually all the agreements permit leaves of absence without effect on the employee's status. Usually they specifically cite leave for union business. The agreement generally specifies that at the expiration of the leave, the worker is to be returned to his former or an equivalent job. The amount of such leave is commonly restricted to a "reasonable" amount. A specific limit is set in only 10 cases. Some of these allow as much as 18 months, one as short a time as 10 days. Leave of absence for injury or illness, without effect on the workers' standing, is mentioned in four agreements only. In one of these the company undertakes to pay for 8 weeks the difference between usual earnings and the benefits received under workmen's compensation.

Learners and Apprentices

The learning period is varied, the range being from 2 weeks to 9 months. Because earnings increase in proportion to increased output and because the problem is to protect the employee at the point of his lowest earning capacity, graduated minimum rates during the learning period are not usually specified. Some agreements, however, establish an apprentice system for learning a highly skilled time-work job. The apprentice ratio is usually 1 to every 10 journeymen, although one apprentice is permitted in a shop employing fewer than 10 journeymen. The length of apprenticeship is 4 years, with graduated increases every 4 or 6 months. Apprentice rates in the agreements studied begin at either 35 cents or 40 cents an hour.

Seniority

Seniority, though accruing from the date of employment, is usually effective only after a probation period of from 10 days to 6 months. In a majority of the agreements straight seniority is the determining factor in selecting workers for lay-off, rehiring, promotion, or transfer. Straight seniority applies in one agreement until the lay-off is so extensive as to create a social problem in the community, in which case the number of dependents is to be considered. Eight agreements, however, modify the application of seniority to cases where it will not interfere with efficiency of operation. In four cases seniority is only a factor to be given due consideration, along with ability and other qualifications. Seniority, according to 16 other agreements, is to govern when the following factors are equal: (1)

Knowledge, training, ability, skill, and efficiency; (2) physical fitness; (3) family status; and (4) residence.

Provision is usually made for the granting of preference in rehiring to all employees with seniority status, in the order of their seniority. A few agreements simply state that all former employees shall be given preference but without consideration of individual priority. Seniority is lost in most cases if an employee is notified to report back after a lay-off and fails to appear or furnish an adequate reason within 2 or 3 days. The notification must usually be given in writing. Seniority is also lost in a few agreements after a specified period of lay-off, such as 6 or 9 months. In seven agreements, when curtailment of production is necessary, employees must be laid off according to seniority instead of being put on reduced hours or a stagger-work system.

Seniority in a number of agreements is on a departmental basis, with preference being given in other departments according to length of service. In other words, a senior employee is first entitled to a job in his own department. If no jobs are available for one of his length of service in that department, he is entitled to transfer to other departments and may displace any employee having less seniority. In the Philco agreement an employee can displace another outside his own department only after a year of service and if he is senior by at least 2 months. Seniority lists are often required to be posted or made available to employees in some other way.

In the Philco agreement a special seniority board, composed of three foremen and three shop stewards, is established to administer the seniority provisions of the agreement. In another smaller company a seniority board is established, which is composed of two representatives each of the union and the management.

Union Status and Employment

The union is recognized as the sole bargaining agency for all employees of the company, exclusive of the executive, supervisory, and office staff, in all but 13 agreements under which the union bargains for its members only. The plants in which the union is the exclusive bargaining agency for all employees are usually, but not always, on a closed union-shop basis.

Discrimination for union membership or activity is prohibited, as is intimidation or coercion on the part of the employer. In a few cases the agreement specifies that the union must not coerce non-members. Solicitation of members on company time is often prohibited and, to a lesser extent, the prohibition applies to solicitation on company property at any time.

Because of previous experience in the plant with employee-representation plans, five agreements specify that the company will not

give financial aid or other support to any labor organization or other group which might undermine the unions.

In the closed union-shop agreements, nonmembers are required to join within 3 days to 4 weeks after employment, although in one the period is 4 months. A 4-week instead of a 2-week leeway is allowed in three cases when a large number of temporary additions to the force are made during the seasonal rush. In one agreement, which does not establish a closed union shop, if more than 15 percent of the force is nonunion, the employer must pay the union an amount equivalent to union dues for the nonunion workers. This payment is not to exceed \$45 a month.

New employees, about a fifth of the agreements specify, must be secured from the union, although the employer may hire on the open market if the union cannot furnish the needed help within a reasonable period, usually 24 or 48 hours. Four agreements specify that the employer has the option of not accepting men furnished by the union.

The check-off method of collecting union dues is in effect in only three agreements. In seven agreements employees cannot work after a specified day of each month unless they have paid their union dues for that month. One of these, however, prohibits the suspension of more than 10 percent of any department's staff for nonpayment of dues. Two agreements, in which union membership is not a condition of employment, require that any employee who joins the union must keep in good standing on penalty of losing his job.

In a few cases the union is given the right to use company bulletin boards for union notices, subject to approval by company officials.

A number of agreements prohibit their members from working on contract jobs for companies where workers are on strike. Also, members of the union are not required to work when other employees of the company are on strike. The latter provision applies to shops where the Electrical, Radio, and Machine Workers cover production employees and highly skilled craftsmen are members of other unions.

Settlement of Disputes

NEGOTIATION BETWEEN UNION AND MANAGEMENT

The union handles grievances and the enforcement of agreements through shop committees and shop chairmen or stewards. In large plants a steward or committee member is selected by the union members in each department, the shop representatives then forming a plant-wide committee. In smaller plants the shop chairman and committee are selected by the union members in the entire shop. Two agreements make provision for separate shop chairmen for men and women. Several agreements specify the size of the shop committee, a number varying from 1 to 11. In one case there must be a

shop steward for every 50 employees. These are the spokesmen of the union in the plant, and attempt is made to settle disputes, whenever possible, without going beyond these representatives.

In a few cases special protection is given the shop steward and the shop committee. Five agreements require that the steward shall be the last to be laid off and the first rehired after a shutdown. In another, shop-committee members are to retain their jobs as long as the company is in business.

The steps taken within the shop in the settlement of disputes vary. Most agreements do not specify the procedure which the individual should follow before the union takes over his case. In two agreements, however, the employee must submit his grievance to the union in writing. In only eight agreements must the employee attempt to adjust his grievance personally with his foreman before reporting it to his union representative.

When a grievance is referred to the union committee, it deals with the foreman and then successively with each higher official up to the plant manager and company executives. At the last stage, representatives of the local, not employed by the company or the national office of the union, join in the negotiations. Presentation in writing is often required in the final stages. Two agreements prohibit reversal by the union membership of adjustments reached between the shop steward and the company.

Regular meetings between the union representatives and the management are provided in 12 cases, with a right to call special meetings in emergencies. The frequency of such meetings varies from once a month in two cases to weekly and biweekly meetings in one agreement each. Only three agreements provide for the handling of all grievances on company time; another provides that discharge cases may be taken up on company time.

IMPARTIAL AGENCY

If the dispute cannot be settled by negotiation between the two parties, reference is generally made to some form of arbitration. Nineteen agreements, however, specify reference to Federal or State conciliation agencies or to the National Labor Relations Board, with no provision for further adjustment if conciliation is not successful. A majority of the agreements establish the arbitration procedure, the arbitration board being composed of one representative each of the union and the management together with a jointly selected impartial chairman. Two or three representatives of each party compose the bipartisan board in seven agreements. In 12 cases the impartial member is not added unless the bipartisan board is unable to reach a decision. In two agreements the impartial chairman is selected not by the disputing parties but by a specified Government agency.

Four agreements establish reference to a single impartial person without representation for the parties to the dispute. In 12 agreements, if the parties are unable to agree on the person to act as impartial chairman, the selection is made by the United States Department of Labor. Others provide for selection by the State labor department or labor relations board or by a designated local person. The remaining agreements leave the exact arbitration procedure to be mutually agreed upon at the time of reference.

TIME ALLOWANCE

Time limits are frequently specified for the various steps in the negotiating process. Several agreements specify that the first presentation of a grievance must be answered within 1 to 3 days, although in two cases an answer is required within 1 and 2 weeks respectively. Three agreements set a maximum of from 3 days to a week for any one step in the adjustment process. The highest company officials must meet with the union within 48 hours, in one agreement; and in two this final stage must take no longer than 2 and 10 days, respectively. Two agreements prohibit longer than a 10-day period for the negotiating of any case.

In seven cases the arbitrators must be selected within 2 days to a week. In some cases the arbitrators, too, are restricted as to time. One agreement requires that a hearing be held within 10 days after the arbitrators are named, and 11 require that a decision be rendered within a designated period, varying from 24 hours to 2 weeks, after the hearing.

Discharge Cases

Special treatment is sometimes provided to expedite the handling of discharge cases, even though agreements generally carry the provision that reinstatement must be accompanied by the payment of back wages. Two agreements provide for immediate reference of a disputed discharge to the National Labor Relations Board, while 11 require the appeal of discharges within a specified time—usually 2 days. Another requires that a hearing must be held within 2 days of appeal, and four that a decision must be rendered within 5 to 7 days.

Only a few agreements specify reasons justifying discharge; these reasons include sabotage, inefficiency, insubordination, repeated tardiness, interference with discipline, theft, reporting for work in an intoxicated condition, gambling, selling or carrying liquor on company property, a week's absence without notice, willful violation of company rules, dishonesty, and intentional creation of fire, safety, or health hazards. In one agreement, coercing other employees and advocating or participating in trespass (i. e., sit-down strikes) justifies discharge for cause.

Strikes and Lock-outs

Stoppages of work during the life of the agreement, either by strike or lock-out, are generally prohibited. In eight cases strikes and lock-outs are prohibited only until all peaceful methods have been used to settle the dispute. Six specify there must be 3 working days' notice before a strike can be called, and one specifies 24 hours' notice of a sympathetic strike. One agreement requires notice in writing of intention to strike, by a national officer of the union, 30 days in advance.

Aids to Enforcement

Most agreements have provisions designed to provide the union with adequate and up-to-date information in order to facilitate the union's checking up on the employer's compliance with the terms of the agreement, as well as to expedite the union's handling of grievances which arise under the agreement. A number of agreements include a general requirement that personnel records be furnished the union on request. In one case, the union is not given direct access to pay-roll records but may engage a certified public accountant to examine the employer's books.

In a number of cases it is specifically required that the union be given notification of discharge within 24 hours, and in one case in advance of the time of discharge. Advance notice of lay-off is sometimes required, also a report on former employees who fail to report for work when called back after a lay-off. Closed union-shop agreements frequently provide that names of workers hired when there are no union members available be given to the union within 24 hours. Several require that the union be notified before the company hires on the open market. The agreement covering one Philco plant requires that a copy of each hiring and separation card be furnished the union within 24 hours; in another Philco plant 3 days' time is given to furnish hiring cards.

In 21 agreements mention is specifically made that union representatives are allowed in the plant on union business. Some require that their visits be confined to working hours and that a written notification to the company must be given. Another provision commonly written into the agreements, as an aid to enforcement, requires the company to post copies of the agreement and to furnish copies to all company officials with instructions that the provisions must be followed.

POSTPONEMENT OF ELECTIONS OF ADVISORY SHOP COUNCILS IN GERMANY

THE German National Labor Law of January 20, 1934,¹ provides for the establishment of shop councils of workers to advise their employers in matters pertaining to labor conditions in establishments employing 20 or more workers. These councils consist of from 2 to 10 advisers, depending upon the size of the establishment. They are elected by the workers of an establishment by adopting or rejecting by secret ballot a list of candidates nominated and proposed by the employer with consent and approval of the political representative of the local cell of the National Socialist Party.

The law requires that the councils be elected each year. The elections have actually been held but twice—in 1934 and 1935. In 1936 and 1937 the elections were not held. This year a law was issued April 1 postponing the election of advisory shop councils indefinitely.² No official statement concerning the reasons for the postponement is available.

¹ Full translation published in the Monthly Labor Review for May 1934 (pp. 1104-1116).

² Reichsgesetzblatt, 1938, Teil I, S. 358 (issued April 4, 1938).

Housing Conditions

OVERCROWDED HOUSING IN THE UNITED STATES

ALTHOUGH one room per person is generally believed to be a minimum housing standard, the United States Public Health Service estimates from a recent survey that 3,000,000 urban families have fewer rooms in their houses than there are persons, that 1,000,000 live in dwelling units having one and one-half times as many persons as rooms, and that 700,000 have twice as many persons as rooms.¹ These findings are based on a survey of 82 representative cities² covering 703,489 urban households. The conditions are those existing in 1935-36 as found in the National Health Survey. Wide variations were found in the degree of overcrowding between different sections of the country and between white and colored families.

Statistics relating to room occupancy in the 82 cities actually studied showed that the households having more than one person per room represented 16.1 percent of the total households, those with over one and one-half persons per room, 5.9 percent, and those with two or more persons per room, 3.8 percent. In presenting these figures the report states that adequate interpretation is dependent upon further knowledge of family characteristics, which is not yet available. However, the authors believe that with the advent of the Government-aided, low-cost housing program the data presented in this preliminary report are of immediate importance as a supplement to the results shown in the Real Property Inventory.³

In presenting the facts regarding room occupancy the United States Public Health Service does not take account of other factors making housing deficient, but calls attention to them. Among these are use-overcrowding, congestion in halls and on streets, inadequate ventilation, insufficient sunlight, and poor lighting.

The data obtained on overcrowding as measured by room occupancy suggest that, notwithstanding geographic differences in the degree of overcrowding, families on a fairly high income level secure adequate housing regardless of locality.

¹ U. S. Public Health Service. *The National Health Survey, 1935-36: Adequacy of Urban Housing in the United States as measured by Degree of Crowding and Type of Sanitary Facilities.* (Preliminary Reports, Sickness and Medical Care Series, Bull. No. 5.) Washington, 1938.

² Baltimore, Md., excluded, although it was included in the study.

³ See *Monthly Labor Review*, March 1935 (pp. 723-729).

For the purposes of this survey the number of persons per room was the ratio of the persons in the household to the total number of rooms in the dwelling occupied. Kitchens were regarded as rooms, but baths, basements, and attics not used as living quarters were excluded. Roomers were included as members of the household, and their rooms were included in determining the number of rooms, in the case of rooming houses, nurses' homes, dormitories, etc., but not in the case of apartments and hotels.

On this basis overcrowding was lowest in the West, where 10 percent of the families surveyed lived in dwellings with more than one person per room, followed by the East and Central States, where the percentage was about 15. In the South, where 25 percent of the persons (both white and colored) were living in quarters having more than one person per room, the figures for the white residents alone showed only 20 percent living under such conditions. The percentages showing the degree of crowding are presented, by geographic areas, in table 1.

TABLE 1.—Percentages of Households Showing Degrees of Crowding, by Geographic Area

Geographic area	Percentage of households with—		
	More than 1 person per room	More than 1½ persons per room	2 or more persons per room
East.....	14.6	3.9	1.8
Central.....	15.4	5.5	3.6
West.....	10.2	3.5	2.3
South.....	24.9	12.1	8.8

Contrary to the general belief, overcrowding was found to be a problem of small as well as large cities. For example, in the East 16 percent of the households in cities of 500,000 population or over had more than one person per room, as compared with 10.1 percent in cities of under 25,000; in the Central States the percentages were 16.5 and 15.5, respectively; in the West 10.6 and 11.5 percent, respectively; and in the largest cities of the South (100,000 to 500,000 population) 23.1 percent of the households had more than one person per room as compared with 30.1 percent in cities of less than 25,000 population.

The relation of income to crowding is shown in table 2, classifying relief and nonrelief households separately and segregating nonrelief families by income. The figures covering the households studied indicate that relief families were living more than one person to a room in 34.2 percent of the cases covered as compared with 16.1 percent for relief and nonrelief families taken together, 17.0 percent for nonrelief families with incomes of less than \$1,000, 11.8 percent for those with \$1,000 to \$2,000 and 7.7 percent of the total with \$2,000 and over.

TABLE 2.—Percent of Households Showing Various Degrees of Crowding, by Income of Family and Relief Status

Annual family income and relief status	Percentage of households with—		
	More than 1 person per room	More than 1½ persons per room	2 or more persons per room
All families.....	16.1	5.9	3.8
Relief families.....	34.2	16.0	10.2
Nonrelief families:			
Under \$1,000.....	17.0	7.1	5.0
\$1,000 and under \$2,000.....	11.8	2.9	1.5
\$2,000 and over.....	7.7	1.4	.7

Relief households in the South were living more than one person per room in approximately half of the cases covered, the range being from 49.5 percent in the larger cities to 54.2 percent in cities of 25,000 to 100,000 population. In the East such overcrowding was found in 24.0 to 31.9 percent of the households; in the Central States in from 30.8 to 37.5 percent; and in the West in from 23.0 to 28.4 percent.

Court Decisions

EMPLOYMENT STATUS OF WORKERS ON STRIKE

ON May 16, 1938, the Supreme Court of the United States upheld the procedure followed by the National Labor Relations Board in ordering the reinstatement of five strikers. (*National Labor Relations Board v. Mackay Radio & Telegraph Co.*, 58 Sup. Ct. 904). The Court also held that an employee who goes out on a strike does not thereby lose his status as an employee.

The Mackay Radio & Telegraph Co. of California is engaged in the transmission and receipt of telegraph, radio, cable, and other messages between points in California and in other States and in foreign countries. In San Francisco it employs approximately 60 persons, many of whom are members of Local No. 3 of the American Radio Telegraphists Association, a national labor organization, the membership of the local comprising "point-to-point" or land operators employed at San Francisco.

The telegraph company at its San Francisco office dealt with committees of Local No. 3; and its parent company, whose headquarters are in New York, dealt with representatives of the national labor organization. Demand had been made by the latter for the execution of agreements respecting terms and conditions of employment of marine and "point-to-point" operators. On several occasions when representatives of the union conferred with officers of the company and its parent company, the latter requested postponement of discussion of the proposed agreements and the union acceded to the request.

In September 1935, the union pressed for immediate execution of the agreements. The local adopted a resolution to the effect that if satisfactory terms were not obtained by September 23 a strike of the San Francisco "point-to-point" operators should be called. The national officers thereupon determined on a general strike, in view of the unsatisfactory state of the negotiations. On Friday, October 4, 1935, all the men employed in San Francisco went on strike. The telegraph company, in order to maintain service, brought employees from its Los Angeles office and others from the New York and Chicago offices to fill the strikers' places. None of the San Francisco strikers returned to work on Saturday, Sunday, or Monday, but the strike proved unsuccessful in other parts of the country.

On Monday a number of the men became convinced that the strike would fail and that they had better return to work before their places

were filled with new employees. One of them, therefore, asked the traffic supervisor of the company whether the men might return to work. The company agreed to put them back to work, but stated that as 11 men brought to San Francisco had been promised that they might remain if they so desired, the supervisor would have to handle the return of the striking employees in such fashion as not to displace any of the new men who desired to continue in San Francisco. The supervisor furnished two of the striking employees a list of all the strikers, but stated that 11 named strikers would have to file applications for reinstatement in New York.

Most of the men resumed work on the next day. Shortly thereafter 6 of the 11 men resumed their work without question. Only five of the new men brought to San Francisco desired to stay. Five strikers, who were prominent in the activities of the union and in connection with the strike, and whose names appeared upon the list of 11, reported at the office at various times between Tuesday and Thursday. Each of them was told that he would have to fill out an application for employment; that the roll of employees was complete, and that his application would be considered in connection with any vacancy that might thereafter occur. As these men were not reinstated within 3 weeks, the secretary of Local No. 3 presented a charge to the National Labor Relations Board that the telegraph company had violated the National Labor Relations Act.

Thereupon the Board filed a complaint charging that the telegraph company had discharged and was refusing to employ the five men who had not been reinstated to their positions, for the reason that they had joined and assisted the labor organization known as Local No. 3 and had engaged in concerted activities with other employees for the purpose of collective bargaining. It was also alleged that the company had interfered with the employees in the exercise of their rights guaranteed by the National Labor Relations Act, and for this reason were guilty of an unfair labor practice.

After a hearing the Board found that Local No. 3 is a labor organization, and that "by refusing to reinstate to employment" the five men in question, the telegraph company had discriminated in regard to tenure of employment and had discouraged membership in the union. As conclusions of law, the Board found that the company had engaged in unfair labor practices affecting commerce, and entered an order requiring that it should cease discharging or threatening to discharge any of its employees because they had joined or assisted Local No. 3 or otherwise engaged in union activities. The order also required the company to offer the five men immediate and full reinstatement to their former positions with back pay.

As permitted by the act, the Board filed a petition in the Circuit Court of Appeals for enforcement of its order. The court refused to

grant an order of enforcement and the Board thereupon appealed to the United States Supreme Court.

In holding that the decision of the Board was proper, Mr. Justice Roberts, who delivered the opinion of the Supreme Court, pointed out that the strike was in consequence of or in connection with a current labor dispute as defined in the act. Therefore, he said, the strikers remained employees, as the act provides that "The term 'employee' shall include * * * any individual whose work has ceased as a consequence of or in connection with any current labor dispute, or because of any unfair labor practice, and who has not obtained any other regular and substantially equivalent employment * * *."

It was the contention of the corporation that the Board lacked jurisdiction because there was no unfair labor practice. The Court answered this assertion by stating that the act defines an unfair labor practice as action by an employer to interfere with, restrain, or coerce employees in the exercise of their rights to organize, form, join, or assist labor organizations, and to engage in concerted activities for the purpose of collective bargaining, or "by discrimination in regard to * * * tenure of employment or any term or condition of employment to encourage or discourage membership in any labor organization."

Mr. Justice Roberts next discussed the rules that must be followed in reinstating strikers. It was not an unfair labor practice "to replace the striking employees with others in an effort to carry on the business." Section 13 of the act, it was pointed out, provides: "Nothing in this act shall be construed so as to interfere with or impede or diminish in any way the right to strike." It does not follow, however, that an employer, guilty of no act denounced by the statute, "has lost the right to protect and continue his business by supplying places left vacant by strikers." Furthermore, it was held that the employer was not bound to discharge those hired to fill the places of strikers, upon the election of the latter to resume their employment, in order to create places for them.

It was also observed by the court that the assurance to those who accepted employment during the strike that their places would be permanent was not an unfair labor practice nor was it such to reinstate only so many of the strikers as there were vacant places to be filled. "But," the Justice remarked, "the claim put forward is that the unfair labor practice indulged by the respondent was discrimination in reinstating striking employees by keeping out certain of them for the sole reason that they had been active in the union." After stating that any such discrimination in putting them back to work is prohibited by the act, he said:

The respondent was not bound to displace men hired to take the strikers' places in order to provide positions for them. It might have refused reinstatement on the grounds of skill or ability but the Board found that it did not do so. It might

have resorted to any one of a number of methods of determining which of its striking employees would have to wait because five men had taken permanent positions during the strike, but it is found that the preparation and use of the list, and the action taken by respondent, was with the purpose to discriminate against those most active in the union. * * *

The court did not attempt to discuss the conflicting claims as to the proper conclusions to be drawn from the testimony at the hearing, but held that the Board's findings as to discrimination were supported by the evidence. The Board found, it was pointed out, that in taking back 6 of the 11 men and excluding 5 who were active union men, the officials of the telegraph company practiced discrimination on account of union activities, and that the excuse given that these 5 men did not apply until after the quota was full was an afterthought and not the true reason for the discrimination against them.

It was insisted by the telegraph company, however, that the relation of employer and employee ceased at the inception of the strike and that, therefore, the order of the Board requiring reinstatement of strikers violated the fifth amendment. This contention, according to Mr. Justice Roberts, was not tenable, as the plain meaning of the act is that if men strike, their action does not affect their status as employees. "We have held that, in the exercise of the commerce power, Congress may impose upon contractual relationships reasonable regulations calculated to protect commerce against threatened industrial strife."

Finally, the Court held that the affirmative relief ordered by the Board was within its powers and its order was not arbitrary or capricious. It also held that the procedure followed by the Board fully protected the rights of the telegraph company and was not in violation of the fifth amendment, and observed:

It appears that oral argument was had and a brief was filed with the Board after which it made its findings of fact and conclusions of law. The respondent now asserts that the failure of the Board to follow its usual practice of the submission of a tentative report by the trial examiner and a hearing on exceptions to that report deprived the respondent of opportunity to call to the Board's attention the alleged fatal variance between the allegations of the complaint and the Board's findings. What we have said sufficiently indicates that the issues and contentions of the parties were clearly defined and as no other detriment or disadvantage is claimed to have ensued from the Board's procedure the matter is not one calling for a reversal of the order. The fifth amendment guarantees no particular form of procedure; it protects substantial rights. (Compare *Morgan v. United States*, 298 U. S. 468, 478.) The contention that the respondent was denied a full and adequate hearing must be rejected.

Education and Training

RECOMMENDATIONS OF ADVISORY COMMITTEE ON EDUCATION

LABOR has a vital interest in the recent report of the Advisory Committee on Education, recommending increased Federal grants for the development of vocational education, guidance, counseling, and placement; the promotion of apprenticeship; vocational rehabilitation; and other training services.¹

The predominant fact brought out in the report of this committee, which was appointed by the President September 19, 1936, is "the great need for the improvement of the public schools in a number of broad geographical regions and in the rural areas generally."

The committee's recommendations include: (1) The continuation of Federal grants to the States for vocational education, for vocational rehabilitation, and for land-grant colleges and their associated services; (2) new Federal allocations to the States, to begin July 1, 1939, for certain kinds of educational services; and (3) Federal grants beginning July 1, 1938, for educational research, demonstrations, and planning.

The accompanying table shows the proposed amounts of Federal grants to the States, as well as those already authorized.

Amounts of Existing and Proposed Federal Grants for Educational Services

[In thousands of dollars]

Fiscal year	1938-39	1939-40	1940-41	1941-42	1942-43	1943-44	1944-45
<i>Existing grants</i>							
Vocational education.....	\$21,785	\$21,785	\$21,785	\$21,785	\$21,785	\$21,785	\$21,785
Vocational rehabilitation of the physically handicapped.....	1,983	1,983	1,983	1,983	1,983	1,983	1,983
Land-grant colleges:							
Resident instruction.....	5,030	5,030	5,030	5,030	5,030	5,030	5,030
Agricultural research.....	6,860	7,477	7,500	7,512	7,525	7,537	7,542
Extension service.....	17,936	18,333	18,373	18,413	18,453	18,493	18,533
Total existing grants.....	53,594	54,608	54,671	54,723	54,776	54,828	54,873
<i>Proposed grants</i>							
General aid to elementary and secondary education.....		40,000	60,000	80,000	100,000	120,000	140,000
Improved preparation of teachers and other educational personnel.....		2,000	4,000	6,000	6,000	6,000	6,000
Construction of school buildings to facilitate district reorganization.....		20,000	30,000	30,000	30,000	30,000	30,000
Administration of State departments of education.....		1,000	1,500	2,000	2,000	2,000	2,000
Educational services for adults.....		5,000	10,000	15,000	15,000	15,000	15,000
Library service for rural areas.....		2,000	4,000	6,000	6,000	6,000	6,000
Cooperative educational research, demonstrations, and planning.....	1,250	2,000	3,000	3,000	3,000	3,000	3,000
Total proposed grants.....	1,250	72,000	112,500	142,000	162,000	182,000	202,000

¹ Advisory Committee on Education. Report. Washington, 1938.

The committee's proposals that are of special interest to labor are given below:

Federal aid for vocational education.—The basic acts which now provide Federal aid for vocational education should be comprehensively revised in order to eliminate fundamental weaknesses.

All special Federal aid for vocational education below the senior college grade should be included in one fund. If the funds are not so consolidated, the State should be empowered, subject to the approval of the United States Office of Education, to effect transfers between the various vocational-education funds.

In revising the statutes the determination of the educational activities to be considered vocational should be wholly a State function.

The provision of the George-Deen Act in regard to plant training programs should be continued and also made applicable to all Federal aid for vocational education. Vocational-education grants "should be conditioned by law upon the inclusion in the joint plans of provisions with respect to the maintenance of adequate protection against the industrial and commercial exploitation of children and youth in connection with vocational education for gainful employment, and in connection with employment in business or industry as a part of public vocational education."

Specific legal provisions should be made to insure a just and equitable distribution of Federal aid for vocational education in States which maintain separate schools for Negroes.

In connection with Federal grants for vocational education the existing minimum age of 14 for pupils should not be changed. Exemptions, however, should be allowed from any minimum-age restrictions in connection with club work for boys and girls in rural districts. A special minimum age of 17 should be fixed for instruction planned to prepare for a specific industrial or trade occupation.

Student aid.—The National Youth Administration's student-aid program now in operation should be continued, but should not be made permanent until after additional experience.

Student aid should be authorized for the age group 16 to 24, inclusive, but within this age group the administrative agency should have authority to specify narrower age limits to be served by various types of student aid. Aid for college students and for other students 18 years of age and older, except those physically disabled, should be authorized only on a work basis. Aid should be continued for needy high-school pupils 16 and 17 years of age. The administrative agency should be given freedom to experiment with high-school aid both on a work and on a nonwork basis until a sound general policy can be determined.

The amount of student aid to be provided from year to year should be decided by Congress on the basis of current needs and experience with the program, but should be carried in the regular annual Federal Budget.

An occupational outlook service.—The United States Bureau of Labor Statistics should be designated as the agency to carry on an occupational outlook service. The initial appropriation for this work

should be not less than \$50,000. Undoubtedly, larger sums would be required in later years. In the development and carrying on of such service, that bureau might well be aided by a technical interdepartmental committee, preferably functioning as a subcommittee of the Central Statistical Board.

Vocational guidance, counseling, and placement.—A permanent counseling service should be established by law in the public employment offices and the requisite appropriations authorized. The work of the National Youth Administration's Junior Placement Service should be transferred to the United States Employment Service and its affiliated State offices.

Vocational training in industry.—The present program for the revival of apprenticeship, which the United States Department of Labor is promoting with the aid of the Federal Committee on Apprentice Training and several hundred State and local committees on apprenticeship training, should be advanced as rapidly as possible. The existing Federal staff for the promotion of apprenticeship should be doubled, and an appropriation of at least \$135,000 provided in the next fiscal year.

Work camps and work projects.—Pending the time when youth may be absorbed into regular employment almost as soon as full-time attendance at school ceases, useful work activities should be made available by public agencies in order that these young persons may be able to get work experience and develop their abilities constructively. In the provision for work experience, supplementary educational values should be developed as far as possible.

The Civilian Conservation Corps' work camps and the National Youth Administration's work projects should be continued for the time being, as well as efforts for the improvement of these undertakings. Their administration should be in the hands of the Federal Government until it is clear that they should be permanently established. These camps and projects, however, should be under the direction of a single new agency, which might be designated the National Youth Service Administration. This agency should be provided with proper facilities and should study the special problems of unemployment among young people, in cooperation with other agencies carrying on investigations of unemployment and of education.

Educational services for adults.—The committee recommends that the proposed special Federal grants to States for educational services to adults (shown in the table at the beginning of this article) should be distributed among the States in proportion to their respective adult populations. The basic purpose of this aid should be to spur the States to make adequate appropriations for civic, general, and vocational part-time adult educational activities, including workers' education, citizenship classes for aliens, and the instruction of illiterates.

These allocations should not be confined to expenditures through the public schools. They should also be available for expenditure through college and university extension services and other proper nonprofit educational agencies.

If the Federal Government's general work-relief program is continued, the present emergency adult-education program should still be carried on. In such case there should be much greater emphasis upon cooperation with State departments of education in planning and administering the program.

Vocational rehabilitation of the physically disabled.—A special Nation-wide investigation should be undertaken "of the extent of the needs for vocational rehabilitation, the best methods of meeting those needs, and the cost of an adequate program."

The committee favors the repeal of the Federal statutory requirement that States designate their vocational education boards as the agencies to cooperate in vocational rehabilitation. It should be provided that States merely designate some proper agency to cooperate.

Attention should be directed to a reorganization in the Federal Government which will provide the Federal Vocational Rehabilitation Service with adequate status and facilities for more effective cooperation with other Federal agencies engaged with related problems.

A minority report by one of the members of the committee proposed much more modest appropriations for Federal aid for education than those recommended in the majority report.

Industrial Disputes

TREND OF STRIKES

ACCORDING to preliminary estimates there was an increase of about 15 percent in the number of strikes occurring in May as compared with April 1938. The number of workers involved increased about 40 percent and the number of man-days idle increased 33 percent.

Although there were more strikes in May than in any previous month of 1938, they were far less than in May a year ago. As compared with May 1937 there were reductions of 57 percent in number of strikes, 78 percent in number of workers involved, and 66 percent in man-days idle.

*Trend of Strikes, 1933 to May 1938*¹

Year and month	Number of strikes—					Workers involved in strikes—		Man-days idle during month or year
	Continued from preceding month	Beginning in month or year	In progress during month	Ended in month	In effect at end of month	Beginning in month or year	In progress during month	
1933.....		1,695				1,168,272		16,872,128
1934.....		1,856				1,466,695		19,591,949
1935.....		2,014				1,117,213		15,456,337
1936.....		2,172				788,648		13,901,956
1937.....		4,740				1,860,621		28,424,857
January.....	100	171	271	132	139	108,621	214,268	2,720,281
February.....	139	211	350	204	146	99,335	226,329	1,491,268
March.....	146	614	760	510	250	290,324	358,155	3,288,979
April.....	250	535	785	512	273	221,572	394,178	3,377,223
May.....	273	604	877	547	330	325,499	445,170	2,982,735
June.....	330	610	940	582	358	281,478	474,954	4,998,408
July.....	358	472	830	533	297	143,678	353,682	3,007,819
August.....	297	449	746	451	295	143,033	238,828	2,270,380
September.....	295	361	656	393	263	88,967	160,241	1,449,948
October.....	263	320	583	378	205	67,242	127,109	1,181,914
November.....	265	262	467	265	202	68,929	118,632	981,697
December.....	202	131	333	213	120	21,943	60,518	674,205
1938:								
January.....	120	145	265	152	113	32,273	52,794	464,268
February.....	113	150	263	162	101	50,576	74,445	492,323
March.....	101	206	307	180	127	52,839	100,091	750,747
April ¹	127	225	352	212	140	50,000	80,000	750,000
May ¹	140	260	400	240	160	70,000	100,000	1,000,000

¹ Strikes involving fewer than 6 workers or lasting less than 1 day are not included in this table nor in the following tables. Notices or leads regarding strikes are obtained by the Bureau from more than 650 daily papers, labor papers, and trade journals, as well as from all Government labor boards. Letters are written to representatives of parties in the disputes asking for detailed and authentic information. Since answers to some of these letters have not yet been received, the figures given for the late months are not final. This is particularly true with regard to figures for the last 2 months, and these should be considered as preliminary estimates.

The figures given in the accompanying table for April and May 1938 are preliminary estimates based on newspaper accounts and other information available as this issue goes to press. An analysis of strikes in each of these months, based on detailed and verified information, will appear in subsequent issues of the Monthly Labor Review



ANALYSIS OF STRIKES IN MARCH 1938¹

Summary

STRIKE conditions in March 1938 were much different from conditions in March a year ago. There were only one-third as many strikes, a little less than one-fifth as many workers involved, and a little more than one-fifth as many man-days idle because of strikes in March this year as in March 1937. It was in March last year that the unusual wave of sit-down strikes occurred and many industries, the automobile industry in particular, were affected by several large strikes.

At that time business was on the upgrade and union-organization campaigns were being conducted on a large scale in the mass-production industries. This year, the recession in business, which began late in 1937, continued into March. Whereas most of the strikes a year ago were for the purpose of obtaining union recognition and better wages, many strikes in March 1938 were defensive strikes—against wage reductions.

The Bureau has received detailed information on 206 strikes which began in March 1938 in which nearly 53,000 workers were involved. These strikes, together with 101 which continued into March from preceding months, made a total of 307 strikes in progress during the month, involving 100,000 workers and resulting in 750,000 man-days of idleness in March.

There were no extremely large strikes beginning in March. Several hundred taxicab drivers were on strike most of the month because of alleged violations of the minimum-wage provisions in their agreement. Shipping in the port of Los Angeles was tied up from March 14 to 24 because of a dispute with longshoremen and warehousemen over methods of handling cargo. And in the anthracite coal region of Pennsylvania more than 4,000 men employed by the Philadelphia & Reading Coal & Iron Co. were idle for about 10 days in a dispute over the equalizing of working time among all operations of the company in the district.

Hosiery workers' strike.—The largest strike in progress in March began February 28 and involved about 20,000 workers in the hosiery industry in Pennsylvania and New Jersey, with a few workers in New

¹ Detailed information on a few strikes has not yet been received. (See footnote to preceding table.) Data on missing strikes will be included in the annual report.

York. It was a short strike and most of the workers involved were back at work on March 4.

Most of the full-fashioned hosiery firms in the locality were operating under an agreement which went into effect in July 1937 between the Full-Fashioned Hosiery Manufacturers of America, Inc., and the American Federation of Hosiery Workers. By the terms of this agreement wage rates for the many and varied operations were established but there was a provision to the effect that, if during the term of the agreement, any significant change in the factors upon which wages depended—cost of production, competitive conditions, cost of living, or other factors of similar importance—should occur, either party could demand a change in existing rates. If, within 15 days from such demand, the parties could not agree upon a scale of rates, the matter should be arbitrated by a wage-rate tribunal of three members—one member chosen by the employers' association, one by the union, and the third by the two members previously selected.

In December 1937 the manufacturers' association notified the union of a desire to negotiate a revision of the existing rates. Representatives of the parties failed to reach an agreement within the 15-day period, and a wage-rate tribunal was therefore selected, according to terms of the agreement. This board found that a general wage reduction was not justified and "that the only changes in existing rates that are justified at this time are changes in extra allowances, preferentials and 'out of line' rates that have developed inequalities in earnings and costs, as well as such rates as have become obsolete and not adapted to the improved methods of the industry."

The board proceeded to adjust certain rates and extra allowances, but when its decision was announced, the workers characterized it as a "pay reduction disguised as a readjustment," claiming that it amounted to a general wage cut of from 10 to 20 percent. Workers in the Philadelphia area voted to strike rather than accept the decision. Similar action was taken by the New Jersey and New York workers.

Work was stopped on February 28 in spite of the fact that officers of the international union refused to authorize the strike. On March 1, however, the workers voted to end the protest and abide by the award of the arbitration tribunal, but, at the same time, to use every legal means to have the decision set aside. Work was resumed on March 4 with the revised rates in effect.

Strikes by Industry

The largest number of strikes in any industry group was 25 in textiles. There were 23 in building and construction, 19 in trade and 18 in domestic and personal service—mostly in hotels and restaurants. There were more man-days of idleness (141,000) because of strikes in the textile industries than in any other industry group. There were

105,000 in the transportation and communication industries, due largely to the taxicab strike in New York City, 70,000 in trade, mostly retail, and 67,000 in iron and steel. In the fur industry, classified in table 1 under the miscellaneous manufacturing industry group, there were 69,000 man-days idle in March principally because of the strike of fur workers in New York City which began in February. This strike had not been settled by the end of March.

TABLE 1.—*Strikes in March 1938, by Industry*

Industry	Beginning in March		In progress during March		Man-days idle during March
	Number	Workers involved	Number	Workers involved	
All industries.....	206	52, 839	307	100, 091	750, 747
Iron and steel and their products, not including machinery.....	14	6, 207	18	7, 383	66, 808
Blast furnaces, steel works, and rolling mills.....	1	2, 040	2	2, 351	34, 469
Bolts, nuts, washers, and rivets.....	2	263	3	347	1, 140
Forgings, iron and steel.....	1	26	1	26	130
Plumbers' supplies and fixtures.....	1	105	1	105	105
Steam and hot-water heating apparatus and steam fittings.....			1	140	3, 220
Stoves.....	1	50	2	691	5, 828
Tin cans and other tinware.....	4	317	4	317	6, 610
Wire and wire products.....	3	1, 906	3	1, 906	12, 306
Other.....	1	1, 500	1	1, 500	3, 000
Machinery, not including transportation equipment.....	12	1, 151	16	1, 378	18, 930
Agricultural implements.....			1	50	250
Electrical machinery, apparatus, and supplies.....	5	340	5	340	1, 715
Foundry and machine-shop products.....	3	101	6	278	5, 908
Radios and phonographs.....	1	7	1	7	63
Other.....	3	703	3	703	10, 994
Transportation equipment.....	2	585	3	619	2, 327
Automobiles, bodies and parts.....	2	585	2	585	1, 749
Shipbuilding.....			1	34	578
Nonferrous metals and their products.....	4	672	8	915	8, 671
Brass, bronze, and copper products.....	1	487	2	510	997
Lighting equipment.....	1	118	1	118	1, 770
Silverware and plated ware.....			2	103	2, 437
Smelting and refining—copper, lead, and zinc.....			1	117	2, 691
Stamped and enameled ware.....	1	60	1	60	720
Other.....	1	7	1	7	56
Lumber and allied products.....	9	1, 461	16	4, 913	37, 632
Furniture.....	4	572	7	779	5, 258
Millwork and planing.....	2	389	2	389	3, 590
Sawmills and logging camps.....	2	270	4	3, 342	23, 090
Other.....	1	230	3	403	5, 694
Stone, clay, and glass products.....	4	751	8	1, 240	20, 505
Brick, tile, and terra cotta.....	2	729	3	879	14, 424
Cement.....			1	70	1, 050
Glass.....	2	22	2	22	250
Marble, granite, slate, and other products.....			1	175	4, 025
Other.....			1	94	756
Textiles and their products.....	25	6, 432	41	30, 560	141, 024
Fabrics:					
Carpets and rugs.....	1	400	1	400	2, 800
Cotton goods.....	3	525	5	1, 152	16, 455
Dyeing and finishing textiles.....			2	135	3, 345
Silk and rayon goods.....	1	70	2	175	595
Woolen and worsted goods.....	2	457	2	457	2, 325
Other.....	1	919	3	1, 082	1, 830
Wearing apparel:					
Clothing, men's.....			1	43	473
Clothing, women's.....	8	3, 429	11	4, 148	49, 179
Corsets and allied garments.....	2	175	2	175	905
Hats, caps, and millinery.....	1	11	1	11	55
Shirts and collars.....	1	130	2	391	3, 383
Hosiery.....	1	138	2	21, 513	43, 026
Knit goods.....	4	178	6	278	2, 853
Other.....			1	600	13, 800

TABLE 1.—*Strikes in March 1938, by Industry—Continued*

Industry	Beginning in March		In progress during March		Man-days idle during March
	Number	Workers involved	Number	Workers involved	
Leather and its manufactures	5	877	8	2,692	18,330
Boots and shoes.....	2	220	3	1,520	6,430
Leather.....	1	524	3	1,029	10,895
Other leather goods.....	2	133	2	133	1,005
Food and kindred products	12	2,575	19	7,806	63,473
Baking.....	3	140	8	348	1,639
Beverages.....	3	39	3	39	93
Canning and preserving.....	1	140	1	140	560
Flour and grain mills.....	2	115	2	115	816
Slaughtering and meat packing.....	1	650	2	673	3,273
Sugar refining, cane.....	1	1,452	1	1,452	21,780
Other.....	1	39	2	5,039	35,312
Tobacco manufactures	1	266	2	906	12,692
Cigars.....	1	266	2	906	12,692
Paper and printing	7	808	12	907	7,083
Boxes, paper.....	1	350	1	350	3,150
Paper and pulp.....	1	383	1	383	2,298
Printing and publishing:					
Book and job.....	1	21	3	77	764
Newspapers and periodicals.....	1	15	3	40	509
Other.....	3	39	4	57	362
Chemicals and allied products	6	504	6	504	3,799
Druggists' preparations.....	2	56	2	56	264
Paint and varnishes.....	2	47	2	47	327
Other.....	2	401	2	401	3,208
Rubber products	4	838	4	838	8,307
Other rubber goods.....	4	838	4	838	8,307
Miscellaneous manufacturing	7	526	11	6,071	74,434
Broom and brush.....	2	53	2	53	887
Furriers and fur factories.....	1	50	2	5,550	69,072
Other.....	4	423	7	468	4,475
Extraction of minerals	3	6,550	5	7,245	32,625
Coal mining, anthracite.....	1	4,400	2	4,630	14,580
Coal mining, bituminous.....	2	2,150	3	2,615	18,045
Transportation and communication	14	12,981	21	13,637	104,979
Water transportation.....	4	4,068	5	4,117	29,434
Motortruck transportation.....	3	4,034	5	4,108	17,913
Motorbus transportation.....			1	16	432
Taxicabs and miscellaneous.....	7	4,879	10	5,396	57,200
Trade	19	2,947	33	4,211	69,964
Wholesale.....	4	202	5	230	1,794
Retail.....	15	2,745	28	3,981	68,170
Domestic and personal service	18	543	21	616	4,049
Hotels, restaurants, and boarding houses.....	9	232	11	262	1,342
Laundries.....	3	61	4	104	414
Dyeing, cleaning, and pressing.....	1	16	1	16	96
Elevator and maintenance workers (when not attached to specific industry).....	4	104	4	104	627
Other.....	1	130	1	130	1,560
Professional service	1	13	4	199	693
Recreation and amusement.....	1	13	3	192	565
Semiprofessional, attendants, and helpers.....			1	7	70
Building and construction	23	1,932	31	2,490	24,622
Buildings, exclusive of P. W. A.....	17	1,222	20	1,375	13,519
All other construction (bridges, docks, etc., and P. W. A. buildings).....	6	710	11	1,105	11,103
Agriculture and fishing	6	933	6	933	6,105
Agriculture.....	2	662	2	662	3,936
Fishing.....	3	221	3	221	1,919
Other.....	1	50	1	50	250
W. P. A., relief, and resettlement projects	5	2,189	8	2,902	9,593
Other nonmanufacturing industries	5	1,098	6	1,146	14,160

Of the 206 strikes beginning in March, 61 were in New York, 33 were in Pennsylvania, and 14 in California. The strikes in these three States accounted for more than half of the total for the entire country. Over 40 percent of the man-days idle because of strikes in March were in these three States also: 195,000 in New York, 64,500 in California, and 56,000 in Pennsylvania. Eight of the 307 strikes in progress during March extended into two or more States. The largest of these was the strike of hosiery workers in Pennsylvania, New Jersey, and New York, which began in February and was settled early in March.

TABLE 2.—*Strikes in March 1938, by States*

State	Beginning in March		In progress during March		Man-days idle during March
	Number	Workers involved	Number	Workers involved	
All States.....	206	52,839	307	100,091	750,747
Alabama.....			2	700	16,900
Arkansas.....	1	383	2	403	2,838
California.....	14	6,228	23	7,341	64,552
Connecticut.....	2	692	2	692	3,434
Delaware.....	2	124	3	184	2,008
District of Columbia.....	2	147	4	231	2,828
Florida.....	2	282	3	305	603
Illinois.....	9	2,046	13	2,922	32,852
Indiana.....	3	884	6	1,523	18,740
Iowa.....	2	49	7	277	2,218
Louisiana.....	1	170	1	170	170
Maryland.....	1	329	2	434	2,289
Massachusetts.....	8	1,854	11	3,317	20,743
Michigan.....	8	476	11	536	3,973
Minnesota.....	5	988	8	1,694	28,243
Missouri.....	2	105	7	198	2,927
Montana.....			1	30	810
Nebraska.....	3	25	3	25	82
Nevada.....			1	49	196
New Hampshire.....	2	313	2	313	1,119
New Jersey.....	10	2,852	13	3,889	42,696
New Mexico.....	1	210	1	210	3,570
New York.....	61	11,663	83	19,709	195,276
North Carolina.....			2	256	3,050
Ohio.....	8	2,383	14	2,548	14,881
Oklahoma.....	1	101	1	101	202
Oregon.....	1	339	2	3,211	17,390
Pennsylvania.....	33	10,669	41	12,188	56,157
Rhode Island.....	1	15	1	15	15
South Carolina.....			1	175	4,025
Tennessee.....	3	637	5	1,048	8,440
Texas.....	4	341	6	5,359	36,161
Utah.....	2	25	2	25	370
Vermont.....	1	159	1	159	1,431
Virginia.....	1	16	3	51	787
Washington.....	1	300	1	300	3,300
West Virginia.....	1	136	2	206	4,178
Wisconsin.....	6	329	8	1,102	7,237
Interstate.....	4	6,569	8	28,195	144,056

None of the 206 strikes beginning in March involved as many as 5,000 workers. The average number of workers involved was 257 per strike. About 63 percent of the strikes involved fewer than 100 workers each, 32 percent involved from 100 to 1,000, and 5 percent involved more than 1,000 workers each. (See table 3.)

TABLE 3.—*Strikes Beginning in March, 1938, Classified by Number of Workers Involved*

Industry group	Total	Number of strikes in which the number of workers involved was—						
		6 and under 20	20 and under 100	100 and under 500	500 and under 1,000	1,000 and under 5,000	5,000 and under 10,000	10,000 and over
All industries.....	206	60	70	54	11	11		
<i>Manufacturing</i>								
Iron and steel and their products, not including machinery.....	14	1	4	4	3	2		
Machinery, not including transportation equipment.....	12	5	4	2	1			
Transportation equipment.....	2	1			1			
Nonferrous metals and their products.....	4	1	1	2				
Lumber and allied products.....	9		4	5				
Stone, clay, and glass products.....	4	2		2				
Textiles and their products.....	25	2	12	9	1	1		
Leather and its manufactures.....	5		2	2	1			
Food and kindred products.....	12	4	5	1	1	1		
Tobacco manufactures.....	1			1				
Paper and printing.....	7	4	1	2				
Chemicals and allied products.....	6	2	2	2				
Rubber products.....	4			4				
Miscellaneous manufacturing.....	7	2	4	1				
<i>Nonmanufacturing</i>								
Extraction of minerals.....	3				1	2		
Transportation and communication.....	14	4	6	1		3		
Trade.....	19	8	7	3		1		
Domestic and personal service.....	18	13	3	2				
Professional service.....	1	1						
Building and construction.....	23	7	10	6				
Agriculture and fishing.....	6	1	3	1	1			
W. P. A., relief and resettlement projects.....	5	1	1	2		1		
Other nonmanufacturing industries.....	5	1	1	2	1			

Nearly half (48½ percent) of the strikes beginning in March 1938 were primarily over union organization issues—recognition, the closed shop, discrimination, etc. About 39 percent of the total workers involved were in these strikes. In one-third of the strikes, involving a similar proportion of workers, the major issues were wages and hours. As might be expected in March, because of the continuing recession in business, there was a comparatively large number of strikes in protest against wage decreases. Of the 206 strikes beginning in March, 10 percent—the largest proportion in any month for nearly 2 years—were over the wage-decrease issue. Eighteen percent of the strikes were over miscellaneous issues including questions of jurisdiction, union rivalry, and miscellaneous grievances such as dissatisfaction with changes in work methods, unequal division of work, increase in work load, nonpayment of union dues and violation of seniority in lay-offs.

Of the 307 strikes in progress during March, 180 were terminated during the month. About 40 percent of these strikes lasted less than 1 week, 47 percent from a week to 1 month, 10 percent from 1 to 3 months and 3 percent (five strikes) had been in progress for 3 months or more. The most important in the latter group was a strike of auto mechanics in Long Beach, Calif., which had been in progress since June 1937.

TABLE 4.—Major Issues Involved in Strikes Beginning in March 1938

Major issues	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	206	100.0	52,839	100.0
Wages and hours.....	69	33.5	16,837	31.9
Wage increase.....	33	15.9	8,489	16.1
Wage decrease.....	21	10.2	5,514	10.4
Wage increase, hour decrease.....	10	4.9	749	1.4
Wage decrease, hour increase.....	1	.5	50	.1
Hour increase.....	1	.5	300	.6
Hour decrease.....	3	1.5	1,735	3.3
Union organization.....	100	48.5	20,395	38.6
Recognition.....	17	8.3	2,813	5.3
Recognition and wages.....	15	7.3	1,000	1.9
Recognition, wages, and hours.....	35	16.9	12,413	23.5
Closed shop.....	22	10.7	2,875	5.4
Discrimination.....	7	3.4	836	1.6
Other.....	4	1.9	458	.9
Miscellaneous.....	37	18.0	15,607	29.5
Rival unions or factions.....	12	5.8	3,421	6.5
Jurisdiction.....	2	1.0	103	.2
Other.....	23	11.2	12,083	22.8

TABLE 5.—Duration of Strikes Ending in March 1938

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than one-half month	One-half and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	180	73	47	37	14	4	5
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	8	3	2	2	1		
Machinery, not including transportation equipment.....	6	2	2	2			
Transportation equipment.....	3	2		1			
Nonferrous metals and their products.....	4		1	1	1		1
Lumber and allied products.....	10	3	2	4	1		
Stone, clay, and glass products.....	3		1	1			1
Textiles and their products.....	26	10	10	4	1	1	
Leather and its manufactures.....	3		3				
Food and kindred products.....	12	4	3	2	2		1
Tobacco manufactures.....	1	1					
Paper and printing.....	7	2	1	2	1		1
Chemicals and allied products.....	3	1	2				
Rubber products.....	2		1	1			
Miscellaneous manufacturing.....	4	2		2			
<i>Nonmanufacturing</i>							
Extraction of minerals.....	4	1	2			1	
Transportation and communication.....	12	6	2	3	1		
Trade.....	25	13	3	6	2		1
Domestic and personal service.....	15	10	2	1	2		
Professional service.....	4	1	1	1	1		
Building and construction.....	18	6	6	3	1	2	
Agriculture and fishing.....	3	1	1	1			
W. P. A., relief, and resettlement projects.....	5	4	1				
Other nonmanufacturing industries.....	2	1	1				

Union officials and employers were successful in directly negotiating settlements of 44 percent of the strikes ending in March. About one-fourth of the total workers involved were included in these strikes. Government conciliators or labor boards assisted in negotiating settlements for 38 percent of the strikes, including two-thirds of the total workers. The workers in most of these cases were represented during the negotiations by union officials. About one out of each seven strikes ending in March was terminated without a formal settlement. Most of these strikes were lost when employers hired new workers to fill the strikers' places, moved or went out of business, or when the strikers decided to discontinue their strikes and return to work without settlements of the disputed issues.

TABLE 6.—*Methods of Negotiating Settlements of Strikes Ending in March 1938*

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	180	100.0	70,297	100.0
Employers and workers directly.....	2	1.1	201	.3
Employers and representatives of organized workers directly.....	79	43.9	18,150	25.8
Government conciliators or labor boards.....	68	37.8	47,383	67.4
Private conciliators or arbitrators.....	5	2.8	1,908	2.7
Terminated without formal settlement.....	26	14.4	2,655	3.8

In 42 percent of the strikes ending in March the workers involved obtained substantially all that was demanded. In 30 percent of the strikes they obtained compromise settlements and in 20 percent gained little or nothing. In terms of number of workers involved, however, the proportions were almost reversed. The successful strikes were the small ones, on the average. Only 22 percent of the total workers' involved obtained substantial gains as a result of their strikes, 36 percent obtained partial gains or compromises and 39 percent gained little or nothing. (See table 7.)

TABLE 7.—*Results of Strikes Ending in March 1938*

Results	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	180	100.0	70,297	100.0
Substantial gains to workers.....	76	42.2	15,674	22.3
Partial gains or compromises.....	54	30.0	25,457	36.2
Little or no gains to workers.....	36	20.0	27,170	38.7
Jurisdiction, rival union or faction settlements.....	12	6.7	1,772	2.5
Indeterminate.....	2	1.1	224	.3

The strikes over union organization matters, as indicated in table 8, were far more successful from the workers' point of view than the strikes in which wages and hours were the major issues. The workers

substantially won 34 percent, compromised 44 percent, and lost 22 percent of the strikes over wages and hours. They won 53 percent, compromised 24 percent, and lost 23 percent of the strikes over union organization matters. Only 4 percent of the workers in the wage-and-hour strikes obtained substantial gains, 28 percent obtained compromise settlements and 68 percent gained little or nothing. The hosiery workers' strike in Pennsylvania, New Jersey, and New York accounted to a considerable extent for the large proportion of workers in the latter category. About 61 percent of the workers in the union-organization disputes obtained substantial gains, 33 percent obtained compromises and 6 percent gained little or nothing.

TABLE 8.—Results of Strikes Ending in March 1938 in Relation to Major Issues Involved

Major issues	Totals	Strikes resulting in—				
		Substantial gains to workers	Partial gains or compromises	Little or no gains to workers	Jurisdiction, rival union or faction settlements	Indeterminate
Number of strikes						
All issues.....	180	76	54	36	12	2
Wages and hours.....	59	20	26	13		
Wage increase.....	32	10	16	6		
Wage decrease.....	13	5	5	3		
Wage increase, hour decrease.....	11	5	3	3		
Hour increase.....	1		1			
Hour decrease.....	2		1	1		
Union organization.....	87	46	21	20		
Recognition.....	13	7	1	5		
Recognition and wages.....	15	9	6			
Recognition, wages, and hours.....	26	14	6	6		
Closed shop.....	21	12	5	4		
Discrimination.....	6	2	1	3		
Other.....	6	2	2	2		
Miscellaneous.....	34	10	7	3	12	2
Sympathy.....	1					1
Rival unions or factions.....	9				9	
Jurisdiction.....	3				3	
Other.....	21	10	7	3		1
Number of workers involved						
All issues.....	70,297	15,674	25,457	27,170	1,772	224
Wages and hours.....	34,998	1,371	9,821	23,806		
Wage increase.....	8,951	562	6,612	1,777		
Wage decrease.....	23,552	706	885	21,961		
Wage increase, hour decrease.....	665	103	524	38		
Hour increase.....	300		300			
Hour decrease.....	1,530		1,500	30		
Union organization.....	20,092	12,349	6,589	1,154		
Recognition.....	671	560	22	89		
Recognition and wages.....	5,689	435	5,254			
Recognition, wages, and hours.....	8,807	8,015	657	135		
Closed shop.....	3,264	2,282	531	451		
Discrimination.....	1,055	687	21	347		
Other.....	606	370	104	132		
Miscellaneous.....	15,207	1,954	9,047	2,210	1,772	224
Sympathy.....	94					94
Rival unions or factions.....	1,610				1,610	
Jurisdiction.....	162				162	
Other.....	13,341	1,954	9,047	2,210		130

ACTIVITIES OF UNITED STATES CONCILIATION SERVICE, MAY 1938

THE United States Conciliation Service disposed of 357 situations involving 183,999 workers during May 1938. Labor disputes such as strikes, threatened strikes, lockouts, and controversies accounted for 177 situations involving 172,762 workers. The remaining 180 situations involving 11,237 workers were services rendered such as arbitrations, conferences regarding labor conditions, information requests, and the adjustment of miscellaneous complaints.

The facilities of the Conciliation Service during May were utilized by employees and employers in 39 States and the District of Columbia, as shown in table 1.

Table 2 reveals that the functions of the Service were used in 24 major industrial fields such as automobile industry, building trades, and food, iron and steel, and maritime industries, etc.

TABLE 1.—*Situations Disposed of by United States Conciliation Service, May 1938,
Classified by States*

State	Disputes		Other situations		Total	
	Num- ber	Workers involved	Num- ber	Workers involved	Num- ber	Workers involved
All States.....	177	172,762	180	11,237	357	183,999
Alabama.....	3	297	2	13	5	310
Arizona.....	2	335	3	3	5	338
California.....	9	2,104	20	37	29	2,141
Colorado.....			1	1	1	1
Connecticut.....			3	77	3	77
District of Columbia.....	5	1,202	15	16	20	1,218
Florida.....	1	75	1	1	2	76
Georgia.....	2	220	4	21	6	241
Idaho.....	1	24	1	1	2	25
Illinois.....	10	1,143	13	1,325	23	2,468
Indiana.....	4	242	6	218	10	460
Iowa.....	7	520	1	1	8	521
Kansas.....	1		1	1	1	1
Kentucky.....	4	265	4	4	8	269
Louisiana.....	2	2,300	4	4	6	2,304
Maine.....	2	151			2	151
Maryland.....	2	1,060	5	6	7	1,066
Massachusetts.....	2	574	6	8	8	582
Michigan.....	4	90,325	4	4	8	90,329
Minnesota.....	3	346	1	1	4	347
Missouri.....	1	12	5	7	6	19
Montana.....	3	189			3	189
Nebraska.....			1	1	1	1
New Hampshire.....			2	301	2	301
New Jersey.....	6	212	5	5	11	217
New York.....	9	8,894	25	8,796	34	17,690
North Carolina.....	1	1,000	3	127	4	1,127
Ohio.....	23	36,245	15	44	38	36,289
Oregon.....			3	3	3	3
Pennsylvania.....	39	11,667	9	192	48	11,859
Rhode Island.....	2	1,010	2	3	4	1,013
South Carolina.....			5	5	5	5
South Dakota.....	1	1,900			1	1,900
Tennessee.....	1	79	1	1	2	80
Texas.....	5	1,176	1	2	6	1,178
Utah.....	3	500			3	500
Virginia.....	5	3,440			5	3,440
Washington.....	4	656	7	7	11	663
West Virginia.....	1	425	1	1	2	426
Wisconsin.....	10	4,174			10	4,174

TABLE 2.—*Situations Disposed of by United States Conciliation Service, May 1938, Classified by Industries*

Industry	Disputes		Other situations		Total	
	Num-ber	Workers involved	Num-ber	Workers involved	Num-ber	Workers involved
All industries.....	177	172,762	180	11,237	357	183,999
Agriculture.....			1	1	1	1
Automobile.....	18	94,074	5	185	23	94,259
Building trades.....	25	3,492	14	35	39	3,527
Chemical.....	5	299	1	1	6	300
Communications.....	3	1,311	8	1,034	11	2,345
Domestic and personal services.....	8	612	9	6,509	17	7,121
Food.....	30	32,145	16	178	46	32,323
Iron and steel.....	17	10,535	3	182	20	10,717
Leather.....	5	4,132	1	1	6	4,133
Lumber and furniture.....	5	642	1	2	6	644
Machinery.....	9	4,080	8	8	17	4,088
Maritime.....	2	836	12	12	14	848
Mining.....	2	333	1	1	3	334
Nonferrous metals.....	2	241	1	1	3	242
Paper and printing.....	2	66	2	2	4	68
Petroleum.....	1	74	3	1,017	4	1,091
Professional services.....			1	1	1	1
Rubber.....	2	2	1	1	3	3
Stone, clay, glass.....	8	863	4	1,198	12	2,061
Textiles.....	12	4,500	25	121	37	4,621
Tobacco.....	2	775			2	775
Trade.....	10	6,110	7	37	17	6,147
Transportation.....	7	7,620	26	31	33	7,651
Utilities.....			2	2	2	2
Unclassified.....	2	20	28	677	30	697

STRIKES AND LOCK-OUTS IN CANADA 1937

AN INCREASE in industrial unrest in Canada in 1937 was reflected in a rise of over 78 percent in the number of strikes and lockouts in that year compared to that preceding, the respective figures being 278 and 156. The number of workers involved in 1937 was 71,905 or more than double the number reported for 1936 and above the number recorded for any year since 1918 and 1919.¹ The man-days lost—886,393—in 1937 more than trebled those of the previous 12 months and exceeded such loss in any year with the exception of 1919. In 1937 over 75 percent of the time loss was in manufacturing, mainly in the textile and metal manufacturing groups. Industrial disputes in coal mining accounted for considerable time loss.

The above data and the following statistics are published in a reprint from the Canadian Labor Gazette of March 1938:

Other important disputes involved, in Ontario, cotton mills at Cornwall and Welland, woolen mills at Peterborough, automobile-factory workers at Oshawaka, and loggers at Flanders; in the Province of Quebec, women's dress factories in Montreal and foundry and ship-repair workers at Sorel; in New Brunswick, coal miners at Minto and lumber-mill workers; in British Columbia, meat packers in Vancouver; and in Nova Scotia, coal miners at Stellarton.

¹ Record began in 1901.

Strikes and Lock-Outs in Canada, 1918 to 1937

Year	Number of disputes		Disputes in progress in year		
	In progress in year	Beginning in year	Number of employers involved	Total number of workers involved	Time lost (in man-days)
1918.....	230	228	782	79,743	647,942
1919.....	336	332	1,967	148,915	3,400,942
1920.....	322	310	1,374	60,327	799,524
1921.....	168	159	1,208	28,257	1,048,914
1922.....	104	89	732	43,775	1,528,661
1923.....	86	77	450	34,261	671,750
1924.....	70	64	435	34,310	1,295,054
1925.....	87	86	497	28,949	1,193,281
1926.....	77	75	512	23,834	266,601
1927.....	74	72	480	22,290	152,570
1928.....	98	96	548	17,581	224,212
1929.....	90	88	263	12,946	152,080
1930.....	67	67	338	13,768	91,797
1931.....	88	86	266	10,738	204,238
1932.....	116	111	497	23,390	255,000
1933.....	125	122	617	26,558	317,547
1934.....	191	189	1,100	45,800	574,519
1935.....	120	120	719	33,269	284,028
1936.....	156	155	709	34,812	276,997
1937.....	278	274	630	71,905	886,393

In a few of the disputes in 1937 recourse was had to "sit-down" or "stay-in" tactics. In such conflicts, with two exceptions, the strikers vacated the premises on being notified to do so or shortly thereafter. In a strike of foundry workers on March 1 to 3, 1937, at Point Edward, Ontario, 100 workers were driven from the establishment by other members of the personnel and were turned over to the police. A fine was imposed on one of the strikers and 55 others were given suspended sentences on charges of trespassing. In a strike of meat packers at Calgary on February 4, 1937, approximately 100 workers did not leave the establishment for 7 days. They were finally arrested and charged with "forcible detention of property." It was reported later that such charges were dropped.

Labor Turn-Over

LABOR TURN-OVER IN MANUFACTURING APRIL 1938

THE accession rate in manufacturing establishments decreased from 3.13 per 100 employees for March to 2.58 for April, the lowest level for any month since December 1937, according to the Bureau of Labor Statistics' monthly survey of labor turn-over in manufacturing industries. Compared with a year ago when the accession rate was 4.04, the April 1938 rate was noticeably lower.

A slight decrease was shown in the quit and discharge rates for April as compared with March. Both rates were less than one-half as high as for April 1937. The number of lay-offs increased from 3.74 per 100 employees in March to 3.85 in April. More than twice as many lay-offs were reported in April of this year as in the same month of last year. The total separation rate (4.54) reached the highest point since January; it was, however, only slightly higher than the average monthly rate for 1937.

Of the 21 industries for which separate rates are computed, 10 had a higher lay-off rate in April than in March. In 19 industries the lay-off rates were higher than a year ago. The April accession rate was above that for March in 8 industries. Compared with a year ago, only 5 industries showed higher accession rates.

All Manufacturing

The Bureau of Labor Statistics' survey of labor turn-over covers more than 5,000 representative manufacturing establishments which, in April, employed more than 2,200,000 workers. The rates represent the number of changes in personnel per 100 employees on the pay rolls during the month.

The rates shown in table 1 are compiled from reports received from representative plants in 144 industries. In the 21 industries for which separate rates are shown (see table 2) reports were received from representative plants employing at least 25 percent of the workers in each industry. These data include for the first time turn-over rates for plants manufacturing cement.

Table 1 shows the total separation rate classified into quit, discharge, and lay-off rates and the accession rate for each month of 1937 and for the first 4 months in 1938 for manufacturing as a whole. The average monthly rates for 1937 are also presented.

LABOR TURN-OVER RATES IN MANUFACTURING PER 100 ON THE PAY ROLL

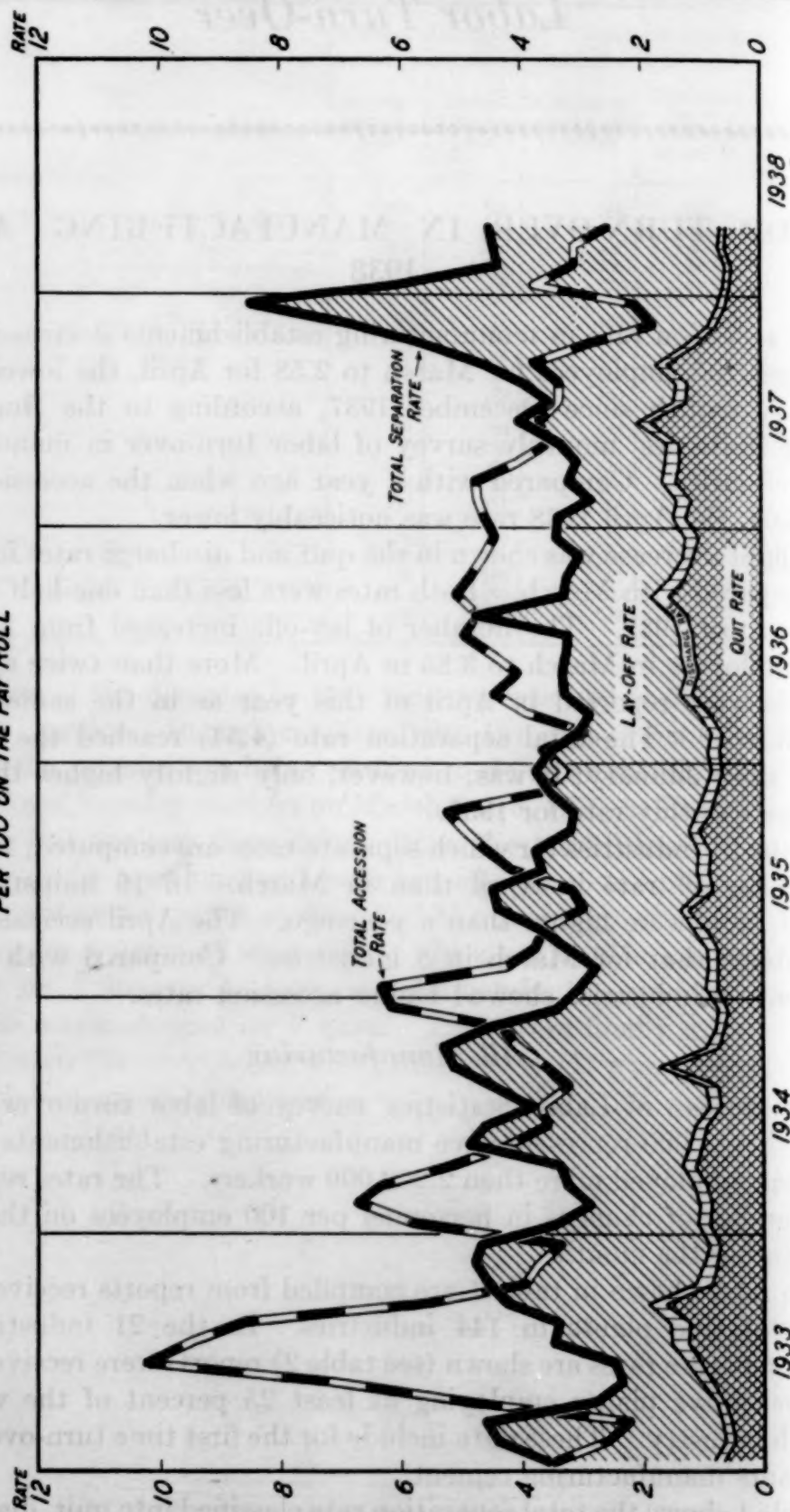


TABLE 1.—Monthly Labor Turn-Over Rates (per 100 Employees) in Representative Factories in 144 Industries

Class of rate and year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Average
Quit rate:													
1938	0.52	0.49	0.61	0.59									
1937	1.27	1.19	1.43	1.38	1.37	1.89	1.25	1.23	1.59	1.05	0.72	0.60	1.25
Discharge rate:													
1938	.11	.11	.11	.10									
1937	.21	.22	.24	.23	.21	.19	.21	.19	.19	.19	.16	.14	.20
Lay-off rate: ¹													
1938	5.43	3.79	3.74	3.85									
1937	1.90	1.44	1.53	1.48	1.79	1.94	2.06	2.57	2.84	4.45	5.99	7.77	2.98
Total separation rate:													
1938	6.08	4.39	4.46	4.54									
1937	3.38	2.85	3.20	3.09	3.37	4.02	3.52	3.99	4.62	5.69	6.87	8.51	4.43
Accession rates:													
1938	3.78	3.13	3.13	2.58									
1937	4.60	4.71	4.74	4.04	3.56	3.69	3.36	3.36	3.78	2.84	1.79	2.12	3.55

¹ Including temporary, indeterminate, and permanent lay-offs.

Detailed turn-over rates for 21 selected manufacturing industries are listed in table 2, which gives the number of quits, discharges, and lay-offs, total separations, and total accessions per 100 employees in reporting firms in April and March 1938 and April 1937.

TABLE 2.—Monthly Turn-Over Rates (per 100 Employees) in Specified Industries

Class of rates	April 1938	March 1938	April 1937	April 1938	March 1938	April 1937	April 1938	March 1938	April 1937	
Automobiles and bodies				Automobile parts			Boots and shoes			
	Quit.....	0.47	0.65	1.59	0.46	0.49	3.07	0.68	0.73	1.45
	Discharge.....	.04	.14	.18	.09	.10	.42	.12	.12	.23
	Lay-off.....	4.71	11.57	1.58	6.56	8.93	4.04	2.66	1.42	2.47
	Total separation.....	5.22	12.36	3.35	7.11	9.52	7.53	3.46	2.27	4.15
	Accession.....	2.75	2.44	7.63	5.40	6.61	9.93	1.14	2.44	1.77
	Brick, tile, and terra cotta			Cement			Cigars and cigarettes			
	Quit.....	0.83	0.47	1.60	0.20	0.84	0.67	1.23	0.81	1.90
	Discharge.....	.18	.13	.29	.09	.07	.11	.11	.13	.17
	Lay-off.....	6.24	6.07	1.79	8.90	5.36	1.46	1.65	2.68	1.08
	Total separation.....	7.25	6.67	3.68	9.19	6.27	2.24	2.99	3.62	3.15
Accession.....	10.09	11.16	8.35	11.29	9.03	5.01	2.00	2.94	3.09	
Cotton manufacturing			Electrical machinery			Foundries and machine shops				
Quit.....	0.83	0.82	2.12	0.47	0.65	1.03	0.39	0.39	1.58	
Discharge.....	.14	.15	.26	.08	.05	.19	.07	.09	.34	
Lay-off.....	3.76	3.09	1.25	9.11	6.00	.46	4.54	5.39	1.17	
Total separation.....	4.73	4.06	3.63	9.66	6.70	1.68	5.00	5.87	3.09	
Accession.....	3.20	3.49	3.66	.96	1.42	6.00	1.69	2.10	5.36	
Furniture			Hardware			Iron and steel				
Quit.....	0.54	0.39	2.08	0.44	0.56	2.24	0.46	0.56	1.20	
Discharge.....	.16	.30	.42	.11	.06	.29	.04	.08	.10	
Lay-off.....	5.91	4.12	2.11	2.55	3.11	1.42	3.43	2.63	.86	
Total separation.....	6.61	4.81	4.56	3.10	3.73	3.95	3.93	3.27	2.16	
Accession.....	3.52	3.40	3.86	.94	1.32	6.72	.83	.92	3.42	

TABLE 2.—Monthly Turn-Over Rates (per 100 Employees) in Specified Industries—
Continued

Class of rates	April 1938	March 1938	April 1937	April 1938	March 1938	April 1937	April 1938	March 1938	April 1937
	Knit goods			Men's clothing			Petroleum refining		
Quit.....	0.85	0.62	1.25	0.79	0.61	1.13	0.22	0.25	0.41
Discharge.....	.09	.07	.09	.03	.03	.10	.07	.06	.05
Lay-off.....	1.90	3.07	.93	9.04	4.19	3.05	1.05	1.42	1.84
Total separation.....	2.84	3.76	2.27	9.86	4.83	4.28	1.34	1.73	2.30
Accession.....	2.59	3.91	7.12	1.87	4.33	2.58	1.51	1.33	4.37
	Radios and phono- graphs			Rayon			Rubber tires		
Quit.....	0.90	0.85	(1)	0.63	0.51	1.06	0.54	0.83	0.80
Discharge.....	.11	.06	(1)	.18	.69	.16	.02	.05	.12
Lay-off.....	4.58	11.87	(1)	4.60	4.28	.25	2.50	3.74	.17
Total separation.....	5.59	12.78	(1)	5.41	5.48	1.47	3.06	4.62	1.09
Accession.....	4.67	2.57	(1)	2.36	2.46	3.14	1.65	1.37	1.51
	Sawmills			Slaughtering and meat packing			Woolen and worsted goods		
Quit.....	1.02	1.67	2.64	0.48	0.51	0.80	0.68	1.19	0.99
Discharge.....	.18	.25	.32	.18	.19	.16	.05	.08	.08
Lay-off.....	4.72	4.10	2.66	6.14	8.23	4.74	7.15	17.05	4.76
Total separation.....	5.92	6.02	5.62	6.80	8.93	5.70	7.88	18.32	5.83
Accession.....	6.99	9.51	8.31	6.42	5.69	5.95	5.08	3.93	2.59

¹ Data not available.

Minimum Wages and Maximum Hours

FEDERAL WAGES AND HOURS LAW OF 1938

ON June 25, 1938, the President approved the Federal wages and hours bill, to be known hereafter as the Fair Labor Standards Act of 1938. The act (Public, No. 718) becomes effective 120 days following the date of approval, namely on October 24, 1938. This legislation is perhaps the most important labor measure adopted in recent years, particularly since the invalidation by the United States Supreme Court of the National Industrial Recovery Act, in 1935. Under the N. I. R. A.c, collective bargaining, minimum wages, maximum hours, and the abolition of child labor, had been provided for in the codes of fair competition. Later, the right of collective bargaining was established by statute in the National Labor Relations Act.

The Fair Labor Standards Act is the result of a year's attempt by the Congress to pass some type of wage and hour law. On May 24, 1937, a bill seeking to establish fair-labor standards in interstate industries was introduced in the Senate and the House of Representatives of the United States. The bill received many rebuffs during the three sessions of the 75th Congress, finally resulting in the passage of a revised bill in the House of Representatives on May 24, 1938. The bill then was referred to a conference committee of both branches of the Congress, and after a general revision passed the Congress on June 14, 1938.

Summary of Provisions of Act

In the declaration of policy, Congress found that "the existence, in industries engaged in commerce or in the production of goods for commerce, of labor conditions detrimental to the maintenance of the minimum standard of living necessary for health, efficiency and general well-being of workers" burdened commerce, and constituted an unfair method of competition, and that it led to labor disputes which hindered the free flow of goods in interstate commerce, and interfered with the orderly marketing of goods. The declared policy of the act, therefore, is to correct and eliminate these conditions "without substantially curtailing employment or earning power."

The law provides a minimum wage and a maximum workweek for employees engaged in interstate commerce. Certain industries are specifically exempt. Employment of children under 16 years of age

is prohibited, and also employment of children under 18 in hazardous occupations. The Children's Bureau of the Department of Labor has been charged with the regulation of the child-labor provisions.

To administer the law, a Wage and Hour Division is created in the Department of Labor. An Administrator, to be appointed by the President, is charged with the appointment of committees for each industry. Investigatory powers are conferred on the Administrator. The power to summon witnesses and to order the production of records of the employers subject to the act is also provided. For violations of the act, criminal and civil penalties are incorporated within the terms of the law.

Administration.—With the exception of the regulation of child labor by the Children's Bureau, the act will be administered by a newly created division in the Department of Labor. The administrator will be appointed by the President, at a salary of \$10,000 a year.

Industry committees.—The Administrator is directed to establish a committee for each industry "engaged in commerce or in the production of goods for commerce." Such committee shall include a number of disinterested persons representing the public, and a like number of employers and of employees. In making these appointments the Administrator is required to give due regard "to the geographical regions in which the industry is carried on." The members shall receive a per diem rate of compensation fixed by the Administrator, as well as necessary traveling and other expenses.

Minimum wages and orders.—Every employer subject to the act must pay to the employees engaged in interstate commerce or in the production of goods for commerce, wages at the following rates: (1) During the first year, beginning October 24, 1938, not less than 25 cents an hour; (2) during the next 6 years, not less than 30 cents an hour; and (3) after the expiration of 7 years, not less than 40 cents an hour, or the rate (not less than 30 cents an hour) prescribed by the Administrator.

The Administrator may prescribe lower minimum wages for learners, apprentices, and messengers, and for persons whose earning capacity is impaired by age or physical or mental deficiency.

The act requires the Administrator from time to time to convene the industry committees for the purpose of reaching as rapidly as is "economically feasible," without curtailing employment, the 40-cent minimum wage rate. It is the duty of such committees to recommend the minimum rate of wages to be paid by employers.

The Administrator must refer the question of the minimum-wage rate or rates to the appropriate industry committee. Such industry committee must investigate conditions in the industry and recommend "the highest minimum-wage rates for the industry which it determines,

having due regard to economic and competitive conditions, will not substantially curtail employment in the industry."

The industry committee must recommend reasonable classifications within any industry, for the purpose of fixing for each classification within such industry the highest minimum-wage rate (not in excess of 40 cents an hour). However, the rate must be such that it will not curtail employment in such classification, and will not give a competitive advantage to any group. The industry committee must recommend for each classification in the industry the highest minimum-wage rate which it considers "will not substantially curtail employment in such classification." In making such determination, no classification may be made and no minimum-wage rate fixed solely on a regional basis. The industry committee and the Administrator must consider (1) competitive conditions as affected by transportation, living, and production costs; (2) the wages established for work of like or comparable character by collective labor agreements; and (3) the wages paid by employers who voluntarily maintain minimum-wage standards in the industry. No classification may be made on the basis of age or sex.

After the industry committee files the report with the Administrator with recommendations, notice and an opportunity to be heard must be given to interested persons. The Administrator must then approve and carry into effect the recommendations of the committee, provided the recommendations are made in accordance with law, and supported by the evidence. If the Administrator disapproves the recommendations, the matter must be referred again to the industry committee or to another committee for such industry for further consideration.

Maximum hours.—The maximum hours permitted by the law are fixed at 44 per week for the first year, beginning October 24, 1938; 42 for the second year; and 40 thereafter, unless the employee is paid a rate of not less than one and one-half times the regular rate. Exceptions are made in certain instances, such as seasonal industries and in the case of employers operating under collective-bargaining agreements. Such agreements must guarantee 2,000 hours' work a year or 1,000 hours' work for 6 months.

Child labor.—After October 24, 1938, the act makes it unlawful for any producer, manufacturer, or dealer, to ship or deliver for shipment in commerce "any goods produced in an establishment situated in the United States in or about which, within 30 days prior to the removal of such goods therefrom, any oppressive child labor has been employed." The law defines "oppressive child labor" as meaning a condition of employment under which (1) any employee under the age of 16 is employed in any occupation (except employment by a parent in any occupation other than manufacturing or mining), or (2) any employee between the ages of 16 and 18 in any occupation declared by the Chief

of the Children's Bureau of the Department of Labor to be hazardous or detrimental to the health or well-being of children between such ages. The Chief of the Children's Bureau may permit the employment of children between 14 and 16 in occupations other than manufacturing and mining, provided such employment does not interfere with their schooling or is not dangerous to their health and well-being. All investigations and inspections with respect to the employment of minors are to be made by the Children's Bureau, and, subject to the direction and control of the Attorney General, such Bureau must bring all actions to enjoin any act or practice considered unlawful by reason of the existence of "oppressive child labor."

The provisions of the law relating to child labor do not apply to any person engaged in agriculture while not legally required to attend school, or to any child employed as an actor in motion pictures or theatrical productions.

Exemptions.—The provisions of the act limiting hours of labor do not apply in the case of an employer engaged in the first processing of milk, whey, skimmed milk, or cream into dairy products, or in the ginning and compressing of cotton, or in the processing of cottonseed, or in the processing of sugar beets, sugar-beet molasses, sugarcane, or maple sap, into sugar (but not refined sugar), or into sirup. In the case of an employer engaged in the first processing of, or in canning or packing, perishable or seasonable fresh fruits or vegetables, or in the case of an employer engaged in the first processing, canning, or packing, perishable or seasonable fresh fruits or vegetables, or in the first processing, within the area of production of an agricultural or horticultural commodity during seasonal operations, or in handling, slaughtering, or dressing poultry or livestock, an exemption of 14 weeks in any calendar year is granted in the case of the maximum-hour standards.

Additional exemptions are also provided. Thus the act does not apply to any employee engaged in a bona fide executive, administrative, professional, or local retailing capacity, or in the capacity of outside salesman, or any employee engaged in any retail or service establishment the greater part of whose selling or servicing is in intrastate commerce. Again, seamen, employees of aviation companies, persons engaged in the fishing industry and in agriculture, are also exempt from the act. Exempt from the terms of the act also are employees of certain newspapers, street-car and bus-line employees, and persons engaged in canning or otherwise handling agricultural, horticultural, or dairy products. The hour provisions of the act do not apply to employees subject to the Interstate Commerce Act or those employed by interstate motor carriers.

Investigations.—Broad investigatory powers are conferred on the Administrator regarding the wages, hours, and other conditions and practices of employment in any industry subject to the act. In order to determine whether any person has violated the act, authority is granted to the Administrator to enter and inspect work places and

the records, question the employees, and investigate pertinent facts, conditions, and practices. The Administrator may utilize the bureaus and divisions of the Department of Labor for necessary investigations and inspections, other than those relating to child labor.

The Administrator and the Chief of the Children's Bureau may utilize the services of State and local agencies and may reimburse them for the services rendered. Employers are required to keep wage and hour, etc., records of employees and make such reports to the Administrator in the form prescribed by regulations.

Review by courts.—Reviews of orders of the Administrator may be obtained in the United States Circuit Court of Appeals for any circuit in which the person resides or has his principal place of business, or in the United States Court of Appeals for the District of Columbia. The review by the court is limited to questions of law, and findings of fact by the Administrator, when supported by substantial evidence, are conclusive. However, if an application is made for additional evidence, and it is shown that such additional evidence may materially affect the result, and again that there were reasonable grounds for failure to produce such evidence before the Administrator, the court may order such additional evidence to be taken. The court may affirm, modify, or set aside the order of the Administrator in whole or in part, and its judgment is final, subject to review by the United States Supreme Court.

The commencement of proceedings in a circuit court of appeals will not, unless specifically ordered by the court, operate as a stay of the Administrator's order. The court may not grant any such stay unless the complainant files a bond to insure payment to the employees of the amounts alleged to be due.

Jurisdiction is conferred on the district courts of the United States and the United States courts of the Territories and possessions to restrain violations of that part of the act outlining unlawful actions. Such jurisdiction, however, has been made subject to the provisions of the Clayton Anti-Trust Act.

Violations.—On and after the effective date of the act, it shall be unlawful for any person to ship or sell in interstate commerce, or to ship or sell with knowledge that the shipment or sale is intended for interstate commerce, any goods in the production of which any employee was employed in violation of the wage and hour provisions of the act. A common carrier transporting such goods is exempt from liability. It will also be unlawful to violate any of the other provisions of the act, or to discharge or discriminate against an employee because such employee has filed a complaint.

Any person willfully violating the act shall be subject to a fine of not more than \$10,000, or imprisonment for not more than 6 months, or both. No penalty of imprisonment is imposed for a first offense. Any employer violating the hour or wage provisions of the act shall

be liable to the employee affected in the amount of his unpaid minimum wages, or his unpaid overtime compensation, and also an equal amount as liquidated damages. The employee may maintain an action to recover the amount due and shall be entitled to reasonable attorney's fees and court costs.



WAGE DETERMINATIONS FOR WORK ON PUBLIC CONTRACTS UP TO JUNE 30, 1938

AT THE end of June 1938, the Secretary of Labor had made 18 determinations covering wages to be paid workers engaged in the manufacture of materials for Government use under the Public Contracts Act. The major provisions of these determinations are brought together in the accompanying tabular statement. The effective date of the determination is shown in every case, as well as the effective hourly and weekly rates of pay for workers in general and for special classes such as auxiliary workers, learners, handicapped, and superannuated employees, for which classes special wage provisions are introduced. The rates established represent the minima prevailing and have been fixed after public hearings have been held to obtain the facts with respect to wages paid. Information so obtained has in some cases been supplemented by data secured by special studies of the respective industries.

Every employer contracting to supply the Government with goods of over \$10,000 in value must pay the employees engaged on such work at least as high a rate as is specified in the appropriate determination by the Secretary of Labor.¹ Under the law the employer is also obliged to restrict working time to 8 hours per day and 40 hours per week, and may not employ child or convict labor in the performance of the Government contract. All State health and safety laws must be complied with.

¹ See Monthly Labor Review, January 1937, pp. 10-12.

Principal Provisions of Wage Determinations for Workers Employed in Production of Goods on Public Contracts, as of End of June 1938

Industry and date effective	Minimum wages		Special classes		Maximum permitted in any establishment
	General	Classes covered	Rate set		
Barrack bags and bandoleers (Feb. 14, 1938). Cotton-garment and allied industries (Aug. 2, 1937).	(See cotton-garment industry). 37½ cents per hour, or \$15 per week.	(See cotton-garment industry.) Learners. Handicapped and superannuated.	\$8 for first 4 weeks, \$10 for second 4 weeks, \$12 for third 4 weeks, and \$15 thereafter. Not less than piece-rate paid in same establishment.	10 percent. Do.	
Dimension granite (Jan. 15, 1938)	32½ cents per hour or \$13 per week in North Carolina, Virginia, South Carolina, Georgia, Florida, Alabama, Tennessee, Kentucky, Mississippi, Louisiana, Arkansas, and Texas. 42½ cents per hour, or \$17 per week, in Pennsylvania, Maryland, Wisconsin, Minnesota, South Dakota, and States not specifically enumerated. 57½ cents per hour, or \$23 per week, in Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, and New York. (See men's hat and cap industry)				
Enlisted men's white sailor hats (Feb. 11, 1938). Envelope (May 12, 1938) Flint glass (July 12, 1938) Handkerchief (Jan. 26, 1938) Leather and sheep-lined jackets (May 13, 1938). Men's hat and cap (Aug. 2, 1937; Feb. 11, 1938). Men's neckwear (Aug. 2, 1937)	42½ cents per hour, or \$17 per week 42½ cents per hour, or \$17 per week 35 cents per hour, or \$14 per week 42½ cents per hour, or \$17 per week 67½ cents per hour, or \$27 per week 50 cents per hour, or \$20 per week	(See men's hat and cap industry.) Auxiliary workers Learners, handicapped and superannuated. do. Handicapped and superannuated.	37½ cents per hour, or \$15 per week. do. 25 cents per hour, or \$10 per week do.	20 percent. 10 percent. Do. Do.	
Men's raincoat (Aug. 2, 1937) Men's underwear (Aug. 2, 1937) Men's welt shoe (Jan. 5, 1938) Men's work clothing (Feb. 9, 1937) Seamless hosiery (Aug. 2, 1937)	40 cents per hour, or \$16 per week 35 cents per hour, or \$14 per week, in North; 32½ cents per hour, or \$13 per week, in South. 40 cents per hour, or \$16 per week 37½ cents per hour, or \$15 per week 35 cents per hour, or \$14 per week	Learners, handicapped and superannuated. Learners, handicapped and superannuated.	28 cents per hour, or \$11.20 per week	5 percent.	
Vitrified china (May 19, 1938) Wool and wool-lined jackets (May 13, 1938). Work glove (Aug. 2, 1937)	42¾ cents per hour, or \$17.10 per week (See cotton-garment industry) 35 cents per hour, or \$14 per week	(See cotton-garment industry.) Learners, handicapped and superannuated.	25 cents per hour, or \$10 per week	10 percent.	

¹ South equals Virginia, Tennessee, North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Arkansas, Texas, Louisiana, and Oklahoma; North equals all other States and District of Columbia.

EIGHT-HOUR LAW OF MONTANA HELD CONSTITUTIONAL

THE Supreme Court of Montana recently held that the statute of the State fixing 8 hours as a day's work for retail employees in certain cities is constitutional. (*State v. Safeway Stores, Inc.*, 76 P. (2d) 81.) This statute, which was enacted in 1933, provides that a period of 8 hours constitutes a day's work, and a period of not to exceed 48 hours a week's work, in all cities and towns having a population of 2,500 or over, for all persons employed in retail stores.

The Safeway Stores, Inc., was charged with having worked one of its employees more than 8 hours in 1 day in a retail store in a city having a population in excess of 2,500 persons. It was alleged by the company that the charge did not state a public offense. The district court sustained the objection, and the State appealed to the Supreme Court.

After announcing that the important question for review was the constitutionality of the act under the fourteenth amendment to the United States Constitution and under the Constitution of the State of Montana, the court called attention to a constitutional amendment adopted in 1936 which provided that a period of 8 hours shall constitute a day's work in all occupations except farming and stock raising. It was the opinion of the court that, while the amendment did not have any controlling effect upon the constitutional questions involved in this case, it had some significance in the sense that it served to disclose the existence of a public purpose or policy of the State.

It was the contention of the Safeway Stores that the statute infringed the liberty of contract between employer and employee concerning working hours, and deprived it of property without due process of law. In answer to these contentions Mr. Justice Stewart, who delivered the opinion of the court, said:

The law was passed by the legislature in the exercise of the sovereign police powers inherent in State governments. * * * Whether it was designed to promote specifically order, safety, health, morals, public prosperity, or simply the general welfare of the State, does not appear by way of preface to the act or anything expressly contained therein. Just what the exact object was can only be deduced from the existing conditions under which the act was passed, and the events transpiring thereafter—all in the light of the constitutional powers of the legislative branch of the Government.

It was also contended that there was no legitimate object in the law justifying the exercise of the police power; and the act was particularly challenged because of no reasonable relation to the health of those within the purview of the statute. In answer to this contention the court said: "There are no facts before us supporting the contention, and against it is the judgment of the legislature exercised

at the time and the judgment of the people themselves later voiced in their approval of the constitutional amendment of 1936, declaring a general State policy in the matter of an 8-hour day in all occupations and fields of endeavor other than farming and stock-raising."

"By means of the amendment a general policy of the State was declared", continued the court, "and that, in the light of the economic conditions prevailing at the time the law was enacted, is a persuasive factor in the matter of the constitutionality of the act." Mr. Justice Stewart then pointed out that the United States Supreme Court in the case of *Nebbia v. New York* (291 U. S. 502, 537), "correctly stated the reason behind this type of legislation." The Supreme Court in that case said:

So far as the requirement of due process is concerned, and in the absence of other constitutional restriction, a State is free to adopt whatever economic policy may reasonably be deemed to promote public welfare, and to enforce that policy by legislation adapted to its purpose. The courts are without authority either to declare such policy, or, when it is declared by the legislature, to override it. If the laws passed are seen to have a reasonable relation to a proper legislative purpose, and are neither arbitrary nor discriminatory, the requirements of due process are satisfied, and judicial determination to that effect renders a court functus officio.

After quoting with approval the opinion of the Supreme Court in the case of *West Coast Hotel Co. v. Parrish* (300 U. S. 379), wherein it was held that the minimum-wage law of Washington was constitutional, the court said:

In view of these precedents we are unable to say that defendant has been deprived of either liberty to contract or property without due process of law. That liberty is necessarily subordinate to reasonable restraint and regulation by the State in the exercise of its sovereign prerogative—police power.

Another contention of the company was that it had been deprived of the equal protection of the laws. It was asserted that the "statute constitutes arbitrary discrimination rather than reasonable classification." The court answered this contention by stating that "in the matter of classification, the legislature enjoys broad discretion and is not required to go as far as it might in enacting a law," and that "the question of classification is primarily for the legislature. The presumption is that it acted on legitimate grounds of distinction, if any such grounds existed." Continuing, the court said that—

The constitutional safeguard against unjust discrimination in legislation of this type is well defined by the decisions everywhere, and that is, that the classification must be reasonable, not arbitrary, and must rest upon some ground of difference having a fair and substantial relation to the object of the legislation, so that all persons similarly circumstanced shall be treated alike.

In this connection, the court also pointed out that it must assume that the legislature was in a position and had the power to pass upon the wisdom of the enactment, and in the absence of an affirmative

showing that there was no valid reason behind the classification, the statute may not be disturbed. The court concluded that—

Approaching the question in this manner, as we must, we cannot say that the classification was not justified. It must be presumed that the legislature had all of the particular and controlling facts before it when it made the classification of cities to be affected by the act on the basis of population.

For the foregoing reasons, therefore, the court was of the opinion that the statute was constitutional under the fourteenth amendment to the Constitution of the United States, and likewise did not violate any provision of the Montana constitution. The decision of the lower court was reversed.

Wages and Hours of Labor

GEOGRAPHICAL VARIATION IN HOURS AND WAGES DURING 1933 AND 1935

By A. F. HINRICHS and ARTHUR F. BEAL, *Bureau of Labor Statistics*

THIS is primarily a study of geographical variations of wages and hours, based upon data of the Census of Manufactures in 1935 for 59 industries reporting the total number of hours worked by wage earners each month.¹ The sample covers 91.3 percent of all the wage earners employed in the 59 industries surveyed, and 36.8 percent of the wage earners reported for all the industries in the entire Census of Manufactures. In this article the data for the various industries are given not only for hours of labor and hourly wages, but also for value of products per man-hour, and value added by manufacture per man-hour. Geographical comparisons of these four items are made among three large areas, North, South, and West. It is to be remembered that, while broad contrasts exist among these areas, they are not themselves homogeneous areas. So far as possible the wage structure of each will be studied in greater detail. This is attempted for four districts within the North and three districts within the South.²

Average Annual Wages

Wage studies from Census of Manufactures data have usually been based upon average annual earnings per worker.³ Annual averages for the specific industries covered by the 1933 and 1935 man-hour

¹ Bureau of Census and Bureau of Labor Statistics: *Man-Hour Statistics for 59 Selected Industries, 1935*, prepared under the supervision of Arthur F. Beal. Only establishments which reported usable or satisfactory figures on the number of man-hours worked were included in the man-hour tabulation. The number of such selected establishments in the 59 industries covered in this survey is 15,510. They employed 2,717,977 wage earners. Figures for 1933 are derived from data published in a pamphlet by the Bureau of the Census under the title "Man-Hour Statistics for 32 Selected Industries." A summary of the 1933 results was printed in the *Monthly Labor Review* for October 1935. The 1933 sample covers 7,365 selected establishments employing 1,638,306 wage earners, or 83.2 percent of all the workers in the industries tabulated for man-hours that year.

² In this study the census classification of areas is followed in contrasting broad regions. The North includes New England, the Middle Atlantic States, and the East and West North Central States. The West is taken to include the Mountain and Pacific States. The South is taken to include the South Atlantic, the East South Central, and the West South Central States. The 3 districts within the South as used in this study, however, have been constructed largely with reference to prevailing earnings, and are described in detail on p. 127.

³ The figures given are the total wages paid divided by the average number of workers. The census calls attention to the fact that these are not the average earnings in the year of individual wage earners who worked in the industry. They do reflect the rate at which the industry paid workers who had 12 months of employment.

tabulations ⁴ are presented in table 1. Columns 1 to 3 of table 1 give results of this character for all the establishments in each of the respective industries, while columns 4 to 9 cover only those establishments in each industry each year which reported usable man-hour figures for that year.

This table serves three purposes: (1) It presents the best available material to check the representative character of the hourly earnings derived from the man-hour sample; (2) the regional tabulation of the man-hour sample permits comparisons of average annual earnings on a more extensive basis than is possible in the usual census tabulations; and (3) a comparative analysis of average annual wages and average hourly earnings develops the limitations of each when used in isolation.

As regards earnings, an analysis of the data in table 1 indicates that the industries covered by man-hour reports are representative, within about 4 percent, of all manufacturing industry both in 1933 and in 1935, but that the grand total for the 59 industries covered in 1935 should not be compared directly with that for the sample of industries covered in 1933.⁵ Within these groups of industries covered in 1933 and 1935 the establishments that reported man-hours and are included in the tabulations paid slightly higher wages than those which did not.⁶ However, the difference in average annual earnings between establishments that reported man-hours and all establishments in the industry is generally quite small.⁷ In general, therefore, the two man-hour samples can stand as representative of all manufactures in the United States.

⁴ The textile industries were reclassified by the Bureau of the Census, beginning with the census for 1935. The "cotton-goods" industry of 1933, for example, was divided into 2 new industries: (1) Cotton yarn and thread, and (2) cotton woven goods (over 12 inches in width). Somewhat similar regroupings were made in the industries making wool, silk, and rayon products. Eleven man-hour textile industries of 1933 (counting hosiery, knit cloth, knit underwear, and knit underwear separately) comprised the same field, with a minor exception or two, as was covered in the 1935 classification by 24 man-hour industries. Wool shoddy, covered in 1933 in addition to the above 11, was omitted in 1935. The net increase in number of textile man-hour industries, due merely to reclassification, was therefore 13. In order to provide a comparison in table 1 between 1933 and 1935, the 1935 data have been grouped in table 1 according to the 1933 classification.

⁵ The average annual earnings for the wage earners in all the establishments of the 35 industries tabulated for man-hours in 1933 was \$833 (column 1), while that for all manufacturing industries was \$869. In other words, the average of the 35 man-hour industries of that year was \$36, or 4.1 percent, lower than the entire Census of Manufactures. On the other hand, the average in 1935 for the 59 industries tabulated for man-hours that year was \$1,061, while the corresponding average for the entire census was only \$1,022. In this case the average for the man-hour industries was \$39, or 3.8 percent, higher than the entire census of that year. The change from a figure below the general average for 1933 to one above the general average for 1935 was caused by the addition in 1935 to the list of industries for which man-hours are reported primarily of relatively high-wage industries. This means that comparisons between 1933 and 1935 must be made cautiously and should proceed from an examination of changes in the individual industries.

⁶ The average for all establishments in 35 industries in 1933 was \$833, while the average for the man-hour establishments in the same industries was \$856, or \$23 higher; and the corresponding figures for 59 industries in 1935 were \$1,061 for all establishments, and \$1,074 for the man-hour establishments, the difference in this case being only \$13. The difference for 1933 (\$23) exceeded that for 1935 (\$13) in part because the uncovered portion of the selected industries was larger in 1933 than in 1935. The 1933 sample covered only 83.2 percent of the total number of wage earners in the selected industries, whereas the 1935 sample covered 91.3 percent.

⁷ In the case of the 35 industries tabulated for 1933, 16 industries showed differences in excess of 1 percent, of which 10 were in excess of 2 percent. Only 5 of these industries had differences in excess of 3 percent,

Further analysis of the samples on a regional basis indicates the possibility of tabulations presenting more complete regional information than is given in the usual census tabulations.⁸ Each man-hour sample represents all manufacturing in the North and in the South about as satisfactorily as it represents the United States as a whole.⁹

In 1933 for all manufacturing the ratio of average annual earnings in the southern region to those in the northern region was 71.8 percent. In 1935 it was 69.9 percent. The ratios agree quite closely with the ratios for the aggregates of the man-hour sample, 71.4 and 70.4 in the respective years. The average wages for North and South in table 1, especially those in the first and second lines of the table, are useful in measuring total purchasing power of the two regions or areas. They quite properly reflect the larger proportion of wage earners employed in high-wage industries in the North, such as motor vehicles and rubber tires, and the predominance of low-wage industries in the South.

On the other hand, the general averages are not suitable for measuring competitive differences. In 1933 there were only 6 of the 35 selected man-hour industries in which the ratio of regional averages of annual earnings (column 10) was as low as the ratio for all manufacturing: Cane-sugar refining (59.3); knit outerwear (62.5); prepared

these latter being flour milling, cereal preparations, manufactured ice, chewing and smoking tobacco and snuff, and hosiery; the largest difference was 6.1 percent in the case of the hosiery industry. For the 1935 census, there are 46 industries shown in table 1, a smaller number than the 59 industries for which data are published elsewhere, because the textile industries have been grouped according to the 1933 industry classification in order to permit a study of changes between 1933 and 1935. Of these 46 industries, 19 showed differences in excess of 1 percent between the averages for the man-hour establishments and those for all establishments, of which 6 were in excess of 2 percent. For only 2 industries was the difference larger than 3 percent, these being flour milling and prepared feeds, both of which industries suffered the rejection of large numbers of schedules because of poor man-hour figures; the largest difference in 1935 was 4.8 percent for the flour-milling industry.

⁸ The Census of Manufactures divides national aggregates of an industry into State totals. Frequently it is impossible to publish State figures without revealing the identity of some important establishment. Figures for such States are carried into a miscellaneous category and make regional analyses by industries difficult or impossible. In the present study State figures have been tabulated wherever possible, but the maintenance of homogeneous regional aggregates has been the primary interest.

⁹ The 1933 sample represents these 2 regions with greater fidelity than it does the United States as a whole, the reason being that all industry of the South was better represented than that of the North. The number of wage earners in the South covered by the 1933 man-hour sample was 32.8 percent of the total for all manufacturing industries in that region, but the corresponding ratio for the North relative to the total employed in all industries in the North that year was only 26.6 percent. The average annual wage for the United States as shown by selected man-hour establishments in the 35 industries covered in the 1933 man-hour tabulations was \$856, while in the North it was \$914, and in the South \$653. The corresponding averages shown by the census for all establishments in all manufacturing industries were \$869 for the United States as a whole, \$919 for the North, and \$660 for the South. Each of these 3 averages for man-hour establishments for 1933 is lower than the corresponding figures for all manufacturing industries; the relative differences are 1.5 percent for the United States, 0.5 percent for the North, and 1.1 percent for the South. In 1935 the South is again more completely represented in the sample than the North, the percentage of wage earners engaged in manufacturing who were in reporting establishments being 43.8 percent for the South and 36.2 percent for the North. Since the sample in 1935 was slightly overweighted with high-wage industries, it follows that an overrepresentation of the South would cause the United States total for the man-hour sample to agree more closely with the total for all manufacturing than would be the case in either region. For the 1935 man-hour establishments, the average annual wage was \$1,074 for the United States, while that for the North was \$1,149, and for the South \$809. The corresponding averages for all industries in the census were \$1,022 for the United States, \$1,085 for the North, and \$758 for the South. The 1935 man-hour regional averages were, therefore, all higher than the corresponding averages for all industries, the percentage differences being 5.1 percent for the United States as a whole, 5.9 percent for the North, and 6.7 percent for the South.

feeds (63.8); leather tanning (67.7); manufactured ice (69.3); chewing and smoking tobacco (70.5). In 1935, out of 46 listed industries only 3¹⁰ of any significance had a ratio as low as the ratio for all manufacturing establishments: Cane-sugar refining (59.4); prepared feeds (65.4); hosiery (69.3). A composite result showing the general relationship between annual wages in the North and South, such as is arrived at from totals for all manufacturing industries, is obviously dependent upon the industries found in the various States, and reflects the presence of high-wage or low-wage industries.

TABLE 1.—Average Annual Earnings per Wage Earner for Selected Industries, 1933 and 1935

Industry	All establishments covered by biennial census			Establishments reporting man-hours							South as percent of North	
				1933 census			1935 census					
	1933	1935	Change	U. S.	North	South	U. S.	North	South	1933	1935	
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	
All manufacturing industries (entire census) ¹	\$869	\$1,022	+\$153									
Selected industries in man-hour tabulation ²	833	1,061	+228	\$856	\$914	\$653	\$1,074	\$1,149	\$809	71.4	70.4	
Industries in 1933 man-hour sample ³												
Flour milling ⁴	973	1,023	+50	1,010	1,044	860	1,072	1,108	870	82.4	78.5	
Feeds, prepared ⁴	895	954	+59	902	939	599	988	1,073	702	63.8	65.4	
Cereal preparations ⁴	1,022	1,081	+59	984	993	763	1,089	1,098	797	76.8	72.6	
Malt	1,513	1,632	+119	1,476	1,476		(⁵)	(⁵)	(⁵)		(⁵)	
Ice, manufactured ⁴	1,471	1,084	+13	1,126	1,269	879	1,116	1,270	900	69.3	70.9	
Meat packing ⁴	992	1,170	+178	976	980	799	1,171	1,189	986	81.5	82.9	
Sugar, beet ⁴	1,017	1,012	-5	1,046	998		1,028	946				
Sugar refining, cane	1,065	1,006	-59	1,065	1,192	707	1,066	1,150	683	59.3	59.4	
Cigars	551	598	+47	552	556	541	605	602	607	97.3	100.8	
Cigarettes	614	749	+135	613	806	606	749	847	744	75.2	87.8	
Tobacco (chewing, smoking) and snuff	688	757	+69	720	831	586	770	871	658	70.5	75.5	
Cotton goods	570	642	+72	584	701	532	643	761	604	75.9	79.4	
Cotton small wares	760	825	+65	771	773	598	836	847	640	77.4	75.6	
Woolen goods ⁴	798	930	+132	818	837	652	938	958	756	77.9	78.9	
Worsted goods	803	894	+91	813	818	666	897	902	676	81.4	74.9	
Carpets and rugs, wool	854	1,004	+150	847	847		1,009	1,009				
Felt goods ⁴	987	961	-26	1,003	1,003		965	969				
Wool shoddy	808	793	-15	811	811		(⁵)	(⁵)	(⁵)		(⁵)	
Silk and rayon goods:												
Commission throwing				526	535	448	592	597	543	83.7	91.0	
Regular throwing				624	624		742	742				
Commission weaving	672	758	+86	634	634		763	776	687		88.5	
Regular weaving				733	755	638	811	820	727	84.5	88.7	
Hosiery	704	879	+175	747	841	606	897	1,023	709	72.1	69.3	
Knit cloth	809	834	+25	799	799		820	860	645		75.0	
Knit outerwear ⁴	727	851	+124	711	739	462	827	836	588	62.5	70.3	
Knit underwear	620	671	+51	631	673	513	680	711	607	76.2	85.4	
Paper ⁴	930	1,066	+136	936	931	892	1,064	1,070	962	95.8	89.9	
Pulp ⁴	902	990	+88	902	884	873	979	992	880	98.8	88.7	
Rayon and allied products	871	1,003	+132	871	915	826	1,003	1,005	1,001	90.3	99.6	
Soap ⁴	989	1,103	+114	989	989	866	1,104	1,108	931	87.6	84.0	
Petroleum refining ⁴	1,300	1,416	+116	1,302	1,363	1,213	1,423	1,455	1,340	89.0	92.1	
Leather tanning ⁴	975	1,094	+119	982	1,012	685	1,093	1,134	862	67.7	76.0	

See footnotes at end of table.

¹⁰ The ratio for sand-lime brick, as reported, was 33.0. The industry was extremely small and the southern sample can hardly be assumed to be representative.

TABLE 1.—Average Annual Earnings per Wage Earner for Selected Industries, 1933 and 1935—Continued

Industry	All establishments covered by biennial census			Establishments reporting man-hours							South as percent of North	
				1933 census			1935 census					
	1933	1935	Change	U. S.	North	South	U. S.	North	South	1933	1935	
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	
<i>Industries in 1935 man-hour sample—Continued</i>												
Blast-furnace products.....	\$956	\$1,246	+\$290	\$966	\$992	\$793	\$1,244	\$1,290	\$983	Per- cent	Per- cent	
Steel works and rolling mills ¹	935	1,223	+288	937	938	915	1,225	1,234	1,131	79.9	76.2	
Machine tools.....	991	1,322	+331	989	989	-----	1,321	1,321	-----	97.5	91.7	
Machine-tool accessories ¹	1,110	1,487	+377	1,106	1,105	-----	1,489	1,489	1,412	-----	94.8	
Motor-vehicle bodies and parts ¹	1,018	1,364	+346	1,019	1,019	914	1,381	1,383	1,139	89.7	82.4	
Motor vehicle ¹	1,060	1,476	+416	1,061	1,062	1,017	1,475	1,492	1,261	95.8	84.5	
<i>In 1935 man-hour tabulation, but not in 1933</i>												
Rubber boots and shoes.....	798	934	+136	-----	-----	-----	934	934	-----	-----	-----	
Rubber tires and inner tubes ¹	1,033	1,370	+337	-----	-----	-----	1,370	1,370	-----	-----	-----	
Other rubber goods ¹	850	976	+126	-----	-----	-----	980	984	765	-----	77.7	
Cement ¹	876	1,010	+134	-----	-----	-----	992	1,021	808	-----	79.1	
Clay products other than pottery ¹	594	776	+182	-----	-----	-----	792	836	621	-----	74.3	
Pottery and porcelain ¹	757	974	+217	-----	-----	-----	957	973	911	-----	93.6	
Glass ¹	908	1,064	+156	-----	-----	-----	1,073	1,065	1,089	-----	102.3	
Sand-lime brick.....	727	874	+147	-----	-----	-----	865	932	308	-----	33.0	
<i>Machinery, not elsewhere classified</i>												
Machinery, not elsewhere classified ¹	1,009	1,200	+191	-----	-----	-----	1,216	1,222	1,123	-----	91.9	
Machine shops ¹	919	1,177	+258	-----	-----	-----	1,179	1,181	1,105	-----	93.6	
Machine repair shops ¹	1,080	1,243	+163	-----	-----	-----	1,270	1,302	1,179	-----	90.6	
Electric railroad repair shops ¹	1,264	1,383	+119	-----	-----	-----	1,381	1,428	1,203	-----	84.2	
Steam railroad repair shops ¹	1,168	1,321	+153	-----	-----	-----	1,321	1,332	1,290	-----	96.8	

¹ Computed from aggregates without regard to number of industries covered in North or South.² For 1933, 35 industries; for 1935, 59. Computed from aggregates without regard to number of industries covered in North or South.³ In order to provide comparison with 1933, textile industries for 1935 were grouped according to 1933 classification.⁴ A "West" sample for this industry exists, but is not shown in this table.⁵ Not covered in man-hour tabulation for 1935.⁶ Included "processed waste" in 1935.

Wage differences between regions differ greatly from one industry to another, even as regards average annual earnings. The ratio of annual earnings in the South to those in the North for the foods and textiles is, in general, lower than those for the chemicals and metals. Omitting tobacco, only one of the food relatives for 1935 (column 11) was in excess of 80 percent, and only 4 of the textile relatives. On the other hand, only two of the chemical relatives were less than 80 percent, and only one of the metals; in fact two of the chemical relatives and six of the metals were in excess of 90 percent.

While the annual averages reflect the development of purchasing power, even the averages for individual industries do not measure competitive wage differences. The ratio for sand-lime brick, for example, is shown in the table only because it illustrates so strikingly

the necessity of interpreting the data on annual averages against the background of hours worked and hourly earnings as shown in table 2. The average hourly earnings among reporting establishments in sand-lime brick were 50.1 cents in the North and 35.7 cents in the South, a difference of 28.7 percent. The southern establishments, however, averaged only 71.9 hours per month as contrasted with 155.5 hours for northern reporting firms. It is this double type of difference that accounts for the great disparity in annual earnings in this industry.

A casual inspection of table 1 shows, as has been previously mentioned, that there was a substantial increase in average annual earnings between 1933 and 1935. Column 3 gives the changes shown by all establishments in the several industries. For some, notably the metal industries, the increases were quite large. Three¹¹ industries had decreases: Beet-sugar refining, cane-sugar refining, and felt goods. These figures are only for the selected man-hour industries. Similar figures on a national basis are of course available for all census industries.

The regional data for the individual industries, however, are new and make possible a more detailed interpretation of the changes in national averages.¹² For example, cane sugar showed a decrease of 5.5 percent from 1933 to 1935. Actually, in both northern and southern refineries the decrease was only about 3.5 percent. It follows, therefore, that part of the decrease in the national average of annual earnings was due to a shift in the proportion of workers employed in the North and the South. The entire industry reported man-hours in both years, but 26 percent of the employees were in the South in 1933 and 31 percent in 1935.

Average annual earnings of an industry, as has been noted, combine both the length of working time and the rate of hourly earnings. Changes in annual earnings between 1933 and 1935 shown in table 1 may be the same for several industries but reflect varying combinations of changes in the hourly rates of earnings and in the number of hours worked. The data on average hourly earnings and average hours worked in table 2 are therefore essential to an interpretation of the changes shown in annual earnings in table 1. For example, the reduction in annual earnings in cane-sugar refining was in reality largely a matter of reduced working time. The hourly rate increased

¹¹ A fourth industry, wool shoddy, also shows a decrease but the apparent decrease in this case was caused by a change in census classifications. In 1935 the industry was defined to include the processing of waste which had been excluded in 1933.

¹² In this connection, one further check of the representativeness of the data is significant. For all manufacturing industries average annual earnings in the United States rose 17.6 percent. The average for the North rose from \$919 in 1933 to \$1,085 in 1935, or 18.1 percent; and for the South, from \$660 to \$758, an increase of 14.8 percent. While the averages shown in the second line of table 1 cover the man-hour sample in a different list of industries in 1933 and 1935 and cannot be compared directly, they show the same similarity of increases in the North and the South. This fact tends to confirm the representativeness of the regional figures for the individual industries, which should be comparable as between 1933 and 1935 yet which cannot be tested from published census data.

from 48.1 cents in 1933¹³ to 52.8 cents in 1935 but the working time decreased from 184.3 hours per month in 1933 to 158.8 in 1935. Establishments reporting man-hours in the machine-tool industry, on the other hand, showed one of the largest increases in annual earnings (33.6 percent) in the man-hour sample. The hourly earnings in that industry, however, increased less than in cane-sugar refining. The increase was only 4.3 percent, or from 58.5 cents in 1933 to 61.0 cents in 1935. The large increase in annual earnings in machine tools was due almost exclusively to a large increase in working time, from 140.9 hours per month to 180.4.

For the motor-vehicle industry, with the largest increase in annual earnings shown in table 1 (39.0 percent), the change was due to a substantial increase in both the hourly rate and in the length of working time. The hourly rate increased from 61.0 cents in 1933 to 75.3 cents in 1935, and the working time from 145.0 hours per month to 163.3.

Another interesting type of movement is found in the chemical production of rayon. The average annual earnings as shown by the man-hour samples for the two years increased by \$132, or 15.2 percent. This increase in annual earnings, however, was the net result of an increase in the hourly rate from 42.1 cents in 1933 to 52.0 cents in 1935, and a decrease in the working time from 172.6 hours per month in 1933 to 160.6 in 1935. Here the annual earnings increased 15.2 percent, but the hourly rate increased 23.5 percent while the working time decreased 7.0 percent.

Average Hourly Earnings

These examples of changes in annual earnings indicate how inadequate such data are for the purpose of determining regional differences in wage rates. The census data for 1935 are presented in table 2 to show hours worked per wage earner per month, average hourly earnings, average value of product and value added per wage-earner hour in 59 industries. Through a comparison of earnings per hour and value added per man-hour some conclusions may be drawn as to labor cost, as opposed to wage rates. The present article is concerned, however, with the question of earnings and hours and of regional differences in earnings and hours worked.

All 59 industries for which man-hour data are available for 1935, as shown in table 2, were present in the region classified as the North.¹⁴

¹³ 1933 data are taken from Man-Hour Statistics for 32 Selected Industries.

¹⁴ In the case of 6 industries—woolen yarn and worsted yarn, wool carpets and rugs, "regular" rayon throwing, "regular" silk throwing, rubber tires and inner tubes, and machine tools—there are 1 or more establishments in the South. Data for the Southern States could not be published, however, without disclosing data for individual establishments. Wage earners in these industries and relevant averages are therefore presented as though all were located in the North.

TABLE 2.—*Man-Hours per Wage Earner per Month, Wages per Man-Hour, and Value Added by Manufacture per Man-Hour, by Region and Industry, 1935*

Industry	Number of wage earners ¹				Hours worked per wage earner per month			
	U. S. (1)	North (2)	South (3)	West (4)	U. S. (5)	North (6)	South (7)	West (8)
59 selected industries ²	2,717,977	1,995,056	622,895	100,026	157.8	159.0	152.7	165.4
Food and tobacco industries (10)	259,832	169,082	68,811	21,939	172.6	170.2	180.0	172.0
Flour milling	20,063	12,404	4,379	3,280	171.9	174.9	170.2	165.5
Feeds, prepared	8,286	4,826	1,630	1,830	154.1	153.4	170.4	160.3
Cereal preparations	7,742	7,304	238	200	213.1	205.5	230.2	190.0
Ice, manufactured	13,560	6,412	5,308	1,840	175.2	173.2	188.4	177.1
Meat packing	102,264	85,629	12,202	8,433	194.0	192.9	194.5	194.5
Sugar, beet	8,667	3,040	—	5,627	158.8	164.3	146.5	—
Sugar refining, cane	13,832	9,559	4,273	—	143.5	143.6	143.8	137.2
Cigars	47,389	33,773	12,887	729	147.8	154.7	147.5	—
Cigarettes	24,436	1,104	23,332	—	145.5	149.4	141.1	—
Tobacco (chewing, smoking) and snuff	9,593	5,031	4,562	—	—	—	—	—
Textile industries (24)	818,285	469,957	344,261	4,067	141.6	146.9	139.8	—
Cotton yarn and thread	62,038	15,612	46,426	—	146.9	150.2	145.9	—
Cotton woven goods	278,003	67,231	210,772	—	158.4	158.5	155.8	—
Cotton narrow fabrics	10,710	10,108	602	—	165.9	165.9	163.3	177.0
Batting, padding, etc.	2,218	1,860	279	79	167.1	167.1	—	—
Wool combing	2,648	2,648	—	—	154.5	154.5	—	—
Woolen yarn and worsted yarn	18,608	18,608	—	—	157.9	158.3	153.8	159.9
Woolen woven goods	58,164	50,870	5,605	1,689	154.7	154.6	156.5	—
Worsted woven goods	66,390	64,599	1,791	—	154.9	154.9	—	—
Carpets and rugs, wool, and yarn	26,882	26,882	—	—	168.7	169.1	—	162.0
Felt goods	3,239	3,064	—	175	139.6	140.9	135.5	—
Rayon throwing—commission	4,746	3,669	1,077	—	168.5	168.5	—	—
Rayon throwing—regular	2,586	2,586	—	—	156.1	156.7	153.2	—
Rayon broad woven goods—commission	6,309	5,258	1,051	—	148.5	151.8	141.6	—
Rayon broad woven goods—regular	46,573	31,574	14,999	—	158.2	158.2	—	—
Rayon narrow fabrics	2,389	2,389	—	—	137.3	136.7	150.3	—
Silk throwing—commission	14,720	14,042	678	—	155.6	155.6	—	—
Silk throwing—regular	7,036	7,036	—	—	150.0	149.7	152.5	—
Silk broad woven goods—commission	6,159	5,429	730	—	156.4	156.0	158.4	—
Silk broad woven goods—regular	14,896	12,823	2,073	—	146.9	147.9	137.2	—
Silk narrow fabrics	3,725	3,380	345	—	145.9	147.9	143.0	—
Hosiery	113,895	68,258	45,637	—	154.0	158.7	133.8	—
Knit cloth	9,170	7,456	1,714	—	156.2	156.3	148.9	159.9
Knit outerwear	26,284	22,909	1,251	2,124	144.7	147.2	138.8	—
Knit underwear	30,897	21,666	9,231	—	—	—	—	—
Chemical industries (9)	408,847	306,835	77,189	24,825	167.5	167.3	170.2	166.5
Paper	91,866	76,366	9,602	5,898	165.6	165.2	170.2	159.3
Pulp	20,729	10,818	6,149	3,762	160.6	155.9	165.6	—
Rayon and allied products	50,550	26,312	24,238	—	162.1	162.1	154.0	165.9
Soap	13,132	11,829	434	869	153.7	152.3	155.0	155.7
Petroleum refining	75,283	37,212	28,806	9,265	164.5	164.5	164.7	162.6
Leather tanning	46,936	39,282	6,952	702	155.9	155.9	—	—
Rubber boots and shoes	17,246	17,246	—	—	135.8	135.4	—	141.4
Rubber tires and inner tubes	57,128	53,539	—	3,589	159.1	158.8	162.2	168.1
Other rubber goods	35,977	34,220	1,008	740	—	—	—	—
Stone, clay, glass industries (5)	157,769	97,377	32,189	8,263	148.6	148.1	141.5	168.3
Cement	19,127	12,390	4,702	2,035	153.3	153.5	151.3	156.1
Clay products other than pottery	33,692	23,204	7,476	3,012	157.0	156.6	155.7	169.8
Pottery and porcelain	23,744	15,519	7,033	1,192	155.9	156.0	155.2	159.0
Glass	61,010	46,080	12,897	2,024	146.5	155.5	71.9	—
Sand-lime brick	196	175	21	—	—	—	—	—
Metal industries (11)	1,093,244	951,807	100,505	40,932	172.1	173.1	166.1	—
Blast-furnace products	14,774	12,581	2,193	—	157.0	157.2	156.6	150.8
Steel works and rolling mills	355,513	318,632	27,974	8,907	180.4	180.4	—	—
Machine tools	25,465	25,465	—	—	171.3	171.3	175.6	170.9
Machine-tool accessories	19,839	19,713	28	98	166.4	166.2	168.0	165.5
Machinery, not elsewhere classified	84,110	68,402	10,006	5,702	165.8	165.9	167.6	161.1
Machine shops	60,887	55,993	2,680	2,214	172.3	172.3	178.4	162.3
Machine repair shops	3,033	1,438	937	658	162.4	162.4	161.6	163.0
Motor-vehicle bodies and parts	229,841	225,513	2,019	2,309	163.3	163.4	161.0	163.4
Motor vehicles	146,024	133,088	8,306	4,630	183.4	182.6	197.4	176.1
Electric railroad repair shops	17,958	13,613	1,980	2,365	163.9	157.8	172.4	170.2
Steam railroad repair shops	135,800	77,369	44,382	14,049	—	—	—	—

¹ Average for the year.² Computed from aggregates for all industries covered in each area or region.

Wages and Hours of Labor

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TABLE 2.—Man-Hours per Wage Earner per Month, Wages per Man-Hour, and Value Added by Manufacture per Man-Hour, by Region and Industry, 1935—Continued

Industry	Average wages per man-hour				Average value added per man-hour			
	U. S.	North	South	West	U. S.	North	South	West
	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
59 selected industries ¹	Cents 56.7	Cents 60.2	Cents 44.2	Cents 62.3	\$1.24	\$1.28	\$1.02	\$1.71
<i>Food and tobacco industries (10)</i>								
Flour milling.....	51.8	54.3	40.3	58.3	2.71	2.87	2.10	2.98
Feeds, prepared.....	47.9	51.1	34.4	51.3	2.55	2.85	1.86	2.35
Cereal preparations.....	58.9	59.6	39.0	57.7	4.45	4.44	5.58	3.21
Ice, manufactured.....	43.6	51.5	32.6	52.8	1.93	2.14	1.63	2.17
Meat packing.....	55.7	57.2	43.6	59.0	1.35	1.35	1.30	1.50
Sugar, beet.....	44.2	40.9	—	45.9	1.15	1.02	—	1.21
Sugar refining, cane.....	52.8	58.3	38.9	—	1.56	1.56	1.54	—
Cigars.....	35.1	35.0	35.2	43.5	.79	.86	.60	.85
Cigarettes.....	42.2	45.6	42.1	—	3.81	2.48	3.88	—
Tobacco (chewing, smoking) and snuff.....	44.1	48.6	38.8	—	2.67	2.84	2.48	—
<i>Textile industries (24)</i>								
Cotton yarn and thread.....	35.0	41.9	32.5	—	.59	.82	.51	—
Cotton woven goods.....	37.0	42.3	35.3	—	.55	.65	.52	—
Cotton narrow fabrics.....	44.0	44.5	34.2	—	.87	.87	.86	—
Batting, padding, etc.....	42.0	43.3	34.3	38.2	1.67	1.75	1.08	1.89
Wool combing.....	49.3	49.3	—	—	.87	.87	—	—
Woolen yarn and worsted yarn.....	44.9	44.0	—	—	.73	.73	—	—
Woolen woven goods.....	49.2	50.2	41.0	46.4	.91	.92	.91	.79
Worsted woven goods.....	49.7	50.1	36.0	—	.84	.84	1.01	—
Carpets and rugs, wool, and yarn.....	54.3	54.3	—	—	1.14	1.14	—	—
Felt goods.....	47.7	47.8	—	46.2	1.42	1.40	—	1.77
Rayon throwing—commission.....	34.8	36.0	30.6	—	.52	.54	.47	—
Rayon throwing—regular.....	39.5	39.5	—	—	.81	.81	—	—
Rayon broad woven goods—commission.....	43.7	44.3	40.5	—	.60	.61	.59	—
Rayon broad woven goods—regular.....	45.0	45.8	43.1	—	.71	.74	.63	—
Rayon narrow fabrics.....	43.4	43.4	—	—	.91	.91	—	—
Silk throwing—commission.....	36.1	36.2	34.1	—	.52	.52	.50	—
Silk throwing—regular.....	38.6	38.6	—	—	.68	.68	—	—
Silk broad woven goods—commission.....	39.2	40.1	32.9	—	.52	.54	.44	—
Silk broad woven goods—regular.....	43.3	44.5	35.5	—	.72	.74	.58	—
Silk narrow fabrics.....	51.8	52.0	49.6	—	1.08	1.09	.95	—
Hosiery.....	51.2	57.6	41.3	—	.76	.84	.63	—
Knit cloth.....	44.4	45.2	40.2	—	.90	.92	.82	—
Knit outerwear.....	44.1	44.6	32.9	45.1	.84	.84	.57	1.00
Knit underwear.....	39.2	40.3	36.4	—	.72	.74	.65	—
<i>Chemical industries (9)</i>								
Paper.....	52.9	53.3	47.1	57.2	1.43	1.36	1.76	1.94
Pulp.....	49.3	50.0	43.1	57.8	1.31	1.16	1.32	1.73
Rayon and allied products.....	52.0	53.7	50.4	—	1.24	1.14	1.34	—
Soap.....	56.8	56.9	50.4	57.6	3.77	3.79	2.78	3.97
Petroleum refining.....	77.1	79.6	72.0	83.2	2.52	2.45	2.22	3.73
Leather tanning.....	55.4	57.4	43.6	56.8	1.11	1.12	1.00	1.70
Rubber boots and shoes.....	50.0	50.0	—	—	1.01	1.01	—	—
Rubber tires and inner tubes.....	84.1	84.3	—	80.8	1.94	1.94	—	1.89
Other rubber goods.....	51.3	51.6	39.3	53.8	1.22	1.21	1.01	1.73
<i>Stone, clay, glass industries (5)</i>								
Cement.....	55.6	57.5	47.6	61.2	2.09	1.99	2.19	2.42
Clay products other than pottery.....	43.1	45.4	34.2	46.9	.92	.96	.75	1.01
Pottery and porcelain.....	50.8	51.8	48.8	50.3	.92	.99	.72	1.11
Glass.....	57.3	56.9	58.5	58.9	1.44	1.47	1.26	1.99
Sand-lime brick.....	49.3	50.1	35.7	—	.97	.97	1.02	—
<i>Metal industries (11)</i>								
Blast-furnace products.....	60.3	62.1	49.3	—	2.41	2.48	2.03	—
Steel works and rolling mills.....	65.0	65.4	60.1	67.1	1.21	1.20	1.30	1.46
Machine tools.....	61.0	61.0	—	—	1.40	1.40	—	—
Machine-tool accessories.....	72.4	72.5	67.2	68.5	1.43	1.43	1.21	1.29
Machinery, not elsewhere classified.....	60.9	61.2	55.7	65.9	1.63	1.64	1.42	1.87
Machine shops.....	59.2	59.3	55.0	63.6	1.45	1.45	1.35	1.60
Machine repair shops.....	61.4	62.8	55.0	68.3	1.26	1.25	1.18	1.40
Motor-vehicle bodies and parts.....	70.8	71.0	58.7	67.4	1.16	1.16	1.18	1.26
Motor vehicles.....	75.3	76.1	65.3	69.6	2.00	2.01	1.93	1.81
Electric railroad repair shops.....	62.8	65.1	50.8	59.7	.72	.75	.59	.68
Steam railroad repair shops.....	67.2	70.3	62.3	66.3	.75	.80	.70	.72

¹ Computed from aggregates for all industries covered in each area or region.

For the South, it is possible to publish data for only 48 industries,¹⁵ and for the West only 31. In all but 4 of the 59 industries, beet-sugar refining, cigarettes, cotton yarn and thread, and cotton woven goods, the number of wage earners in the North was larger than the number in either the South or the West.

In 1935 the hourly earnings in manufacturing establishments reporting man-hours to the census averaged 56.7 cents. Man-hours per month averaged 157.8 per wage earner.¹⁶

The range in hourly earnings in 1935 was relatively much greater than in hours worked. Thus in cigars, cotton yarn and thread, and the commission throwing of rayon, average hourly earnings approximated 35 cents, while in motor-vehicles, in motor-vehicle body and part establishments, in machine-tool accessories, in petroleum refining, and in rubber tires and tubes, the average exceeded 70 cents. In rubber tires and inner tubes the highest average among the 59 industries was found—84.1 cents per hour. The average number of hours per month on the other hand was generally confined within the range of 140 to 172. Rubber tires and inner tubes was lowest with 135.8 hours per month. Flour milling, meat packing, beet-sugar refining, manufactured ice, machine tools, blast-furnaces, machine repair shops, and electric railroad repair shops averaged more than 172 hours per month. In these eight industries the average wage earner worked more than 40 hours per week; in manufactured ice the average was nearly 50 hours.

National averages, however, conceal significant underlying differences. Thus the average of nearly 50 hours a week in manufactured ice (213.1 man-hours per month) does not reflect prevalent practice in the industry. In the North the average approximates 47 hours per week and in the South 53 hours. So also in meat packing the national average of 175.2 hours per month is an intermediate figure between 173.2 in the North and 188.4 in the South, corresponding roughly to 40 and 44 hours per week.

In the same manner, similarities and differences in national averages of hourly earnings should be interpreted through regional analysis. Thus the average earnings in establishments engaged in producing cotton yarn and thread and in the commission throwing of rayon were both about 35 cents. However, wages per hour in cotton yarn mills were higher than wages in the commission throwing of rayon in both the North and the South. The similarity of the national averages arises from the fact that three-quarters of the cotton yarn industry is

¹⁵ In addition to the 6 industries mentioned in footnote 14, there were 4 that did not exist in the South (beet sugar, wool combing, felt goods, and rubber boots and shoes) and 1 that was not covered by the man-hour sample (rayon narrow fabrics).

¹⁶ The averages, as derived from monthly reports to the Bureau of Labor Statistics by manufacturing establishments in 89 manufacturing industries, was 56.8 cents per hour and 36.6 hours per week. The latter figure is equivalent to 158.6 hours per month.

located in the South, while more than three-quarters of the wage earners in commission rayon throwing are in the North. Again, the differences between national averages for two industries may reflect primarily differences in regional concentration. The commission weaving of broad silk is located primarily in the North. The average hourly earnings (39.2 cents) in this industry for the country as a whole were 2.2 cents higher than in cotton woven goods. However, in both the North and the South cotton goods pays over 2 cents an hour more than commission silk weaving, despite the fact that the cotton industry includes the yarn departments of integrated mills.

Examination of regional averages clearly develops the fact that it is dangerous to generalize with reference to the relationship between wages in various industries. Thus, manufactured ice in the North averaged 51.5 cents and woolen woven goods averaged 50.2 cents. In the South, ice averaged 32.6 cents, while woolen goods averaged 41.0 cents. Other similar shifts in relationship are shown. On the other hand, the regional averages confirm the evidence of the national average that petroleum refining, for example, is generally a relatively high-wage industry and that the cigar industry is consistently low.

Such regional comparisons must themselves be made cautiously. Table 2 divides the country into three broad regions, but they are not homogeneous. Insofar as is possible, the same data that were presented in table 2 for broad areas is shown in table 3 for four subregions or districts of the North and in table 4 for three subregions of the South.¹⁷ The "South," as will be shown later, is not a homogeneous wage area. It follows, therefore, that occasionally conclusions which might be drawn from an inspection of table 2 alone will not be supported by the more detailed data in table 4. Thus, in the North the refining of cane sugar averaged 58.3 cents and meat packing 57.2 cents. In the South cane-sugar refining appears to be a lower-wage industry than meat packing, averaging 38.9 cents as compared with 43.6 cents. An examination of table 4 reveals that the average for meat packing is raised by its concentration in the "Upper South" and Southwest; in the Lower South it averaged 36.7 cents. The cane-sugar refining industry of the South is concentrated in the Lower South, and, averaging 38.9 cents, pays more than meat packing in that area.

¹⁷ States comprising the North, as used herein, arranged into 4 groups to show the 4 geographic districts within the North, are: (a) Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut; (b) New York, New Jersey, and Pennsylvania; (c) Michigan, Ohio, Indiana, Illinois, and Wisconsin; and (d) Minnesota, Iowa, Missouri, North Dakota, South Dakota, Nebraska, and Kansas. Those States comprising the South, arranged into 3 groups to show the "Upper South", "Lower South", and "Southwest" districts, are: (e) Delaware, Maryland, District of Columbia, West Virginia, Virginia, North Carolina, Kentucky, and Tennessee; (f) South Carolina, Georgia, Florida, Alabama, Mississippi, Arkansas, and Louisiana; and (g) Oklahoma and Texas. And those comprising the West are Montana, Wyoming, Colorado, New Mexico, Idaho, Utah, Nevada, Arizona, Washington, Oregon, and California. Occasionally, however, it was necessary to include a State having only 1 or 2 establishments in an area or district other than that designated.

Regional Differences in Hourly Earnings

If the question of hourly earnings is approached solely from the point of view of what wage earners are able to earn in a given area, the general averages in tables 2 to 4 are significant. Thus, partly because of higher earnings for the same type of work and partly because of the greater concentration of relatively high-wage industries in the North, the wage earners in all manufacturing establishments reporting man-hours averaged 60.2 cents in that area as against 44.2 cents in the South. The West averaged 62.3 cents. Within the North, the averages for all reporting establishments ranged from 49.9 cents in New England, in which the textile industries accounted for more than two-thirds of all wage earners, to 66.5 cents in the East North Central States in which the metal industries accounted for more than two-thirds of the sample. The average for manufacturing in Oklahoma and Texas combined was 58.7 cents, two-fifths of the reported wage earners being in petroleum refining, one-fifth in the metal industries, and only about 7 percent in the cotton-goods industry. On the other hand, in the "Lower South" with a much larger reported number of wage earners, nearly three-quarters of them were in textiles; the average for the region was 38.8 cents.

Similarly, it is possible to analyze the earnings opportunities in each industry in each region. Thus, workers in the hosiery industry in the North averaged 57.6 cents, while in reporting establishments in the South, also classified as hosiery, they averaged 41.3 cents.

TABLE 3.—Man-Hours per Wage Earner per Month, Wages per Man-Hour, and Value Added by Manufacture per Man-Hour, in 4 Districts Within the North, 1935

Industry	Number of wage earners ¹				Hours worked per wage earner per month			
	New England States	Middle Atlantic States	East North Central States	West North Central States	New England States	Middle Atlantic States	East North Central States	West North Central States
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
59 selected industries ²	338, 308	671, 661	888, 509	96, 578	157. 4	154. 4	162. 2	167. 2
Food and tobacco industries (10).....	3, 191	58, 502	61, 889	45, 500				
Flour milling.....	76	2, 191	3, 510	6, 627	167. 8	173. 9	174. 3	166. 7
Feeds, prepared.....	434	2, 038	1, 691	663	177. 5	177. 0	169. 9	179. 5
Cereal preparations.....		1, 099	3, 984	2, 221		159. 8	152. 2	152. 4
Ice, manufactured.....	394	2, 718	2, 035	1, 265	205. 3	206. 5	205. 0	204. 3
Meat packing.....	1, 468	12, 975	37, 666	33, 520	174. 9	178. 6	174. 0	170. 1
Sugar, beet.....			1, 934	1, 106			185. 1	206. 5
Sugar refining, cane.....		9, 559				164. 3		
Cigars.....	792	25, 785	7, 098	98	145. 0	143. 1	145. 4	124. 8
Cigarettes.....		1, 104				154. 7		
Tobacco (chewing, smoking) and snuff.....	27	1, 033	3, 971		143. 9	155. 5	147. 9	
Textile industries (24).....	226, 064	199, 485	41, 845	3, 063				
Cotton yarn and thread.....	13, 010	2, 036	566		147. 4	145. 0	143. 2	
Cotton woven goods.....	59, 157	6, 268	1, 806		150. 4	148. 3	150. 5	
Cotton narrow fabrics.....	6, 907	2, 408	793		157. 5	161. 4	159. 0	
Batting, padding, etc.....	296	505	1, 059		161. 6	174. 8	162. 8	
Wool combing.....	2, 648				167. 1			
Woolen yarn and worsted yarn.....	11, 338	5, 248	2, 022		153. 1	155. 1	160. 3	
Woolen woven goods.....	36, 164	9, 442	4, 700	564	157. 9	147. 5	159. 7	166. 4
Worsted woven goods.....	49, 567	15, 032			153. 4	158. 7		
Carpets and rugs, wool, and yarn.....	4, 718	22, 164			153. 5	155. 2		
Felt goods.....	1, 005	1, 093	976		167. 0	172. 7	167. 4	
Rayon throwing—commission.....	157	3, 512			164. 5	139. 8		
Rayon throwing—regular.....	533	2, 053			170. 5	167. 9		
Rayon broad woven goods—commission.....	2, 238	3, 020			159. 8	154. 4		
Rayon broad woven goods—regular.....	19, 377	12, 197			155. 1	146. 4		
Rayon narrow fabrics.....	375	1, 859	155		161. 0	157. 5	159. 4	
Silk throwing—commission.....	661	13, 381			138. 5	136. 6		
Silk throwing—regular.....	2, 159	3, 517	1, 360		151. 4	156. 7	159. 6	
Silk broad woven goods—commission.....	673	4, 756			160. 6	148. 1		
Silk broad woven goods—regular.....	3, 748	9, 075			156. 4	155. 9		
Silk narrow fabrics.....		3, 380				147. 9		
Hosiery.....	3, 587	47, 543	14, 922	2, 206	151. 0	146. 5	152. 0	145. 3
Knit cloth.....	1, 967	3, 968	1, 521		153. 0	159. 3	164. 5	
Knit outerwear.....	2, 437	13, 991	6, 188	293	162. 5	155. 9	155. 6	132. 1
Knit underwear.....	3, 342	13, 047	5, 277		143. 8	148. 1	147. 3	
Chemical industries (9).....	63, 200	102, 691	131, 952	8, 990				
Paper.....	21, 743	21, 022	31, 696	1, 905	166. 1	168. 8	167. 2	165. 1
Pulp.....	4, 305	2, 079	3, 633	801	170. 9	154. 6	162. 6	174. 3
Rayon and allied products.....	1, 580	19, 531	5, 201		163. 5	155. 1	156. 6	
Soap.....	1, 370	4, 195	4, 766	1, 498	147. 2	164. 4	163. 4	165. 6
Petroleum refining.....	946	20, 506	11, 945	3, 815	150. 1	152. 3	150. 4	158. 9
Leather tanning.....	9, 047	16, 519	13, 522	194	159. 0	164. 2	168. 6	167. 0
Rubber boots and shoes.....	12, 656		4, 590		169. 7		158. 9	
Rubber tires and inner tubes.....	2, 060	4, 636	46, 843		141. 6	121. 8	136. 5	
Other rubber goods.....	9, 493	14, 203	9, 756	777	155. 7	165. 0	152. 4	162. 8
Stone, clay, glass (5).....	813	44, 578	44, 966	7, 020				
Cement.....		5, 631	3, 583	3, 176		142. 4	153. 9	151. 5
Clay products other than pottery.....	660	9, 935	8, 953	3, 656	152. 6	149. 6	157. 0	155. 7
Pottery and porcelain.....	153	6, 200	8, 978	188	174. 0	156. 7	156. 0	163. 8
Glass.....		22, 713	23, 376			153. 6	158. 3	
Sand-lime brick.....		99	76			160. 6	148. 8	
Metal industries (11).....	45, 040	266, 405	608, 357	32, 005				
Blast-furnace products.....		5, 823	6, 758			162. 4	182. 3	
Steel works and rolling mills.....	3, 582	141, 288	170, 088	3, 674	164. 3	149. 2	163. 7	158. 4
Machine tools.....	9, 363	3, 886	11, 979	247	185. 6	175. 1	178. 6	159. 6
Machine-tool accessories.....	4, 068	1, 878	13, 643	124	169. 3	169. 0	172. 1	176. 8
Machinery, not elsewhere classified.....	10, 581	25, 077	28, 775	3, 969	162. 5	166. 2	166. 7	172. 6
Machine shops.....	12, 034	14, 875	27, 283	1, 801	173. 1	161. 6	165. 2	165. 3
Machine repair shops.....	144	497	497	300	166. 1	171. 8	171. 9	179. 5
Motor-vehicle bodies and parts.....	643	17, 016	203, 776	4, 078	173. 7	164. 0	162. 3	162. 0
Motor vehicles.....		16, 596	116, 492			158. 3	164. 2	
Electric railroad repair shops.....	675	7, 595	4, 324	1, 019	177. 4	180. 9	186. 5	183. 3
Steam railroad repair shops.....	3, 960	31, 874	24, 742	16, 793	168. 6	144. 5	165. 1	170. 0

¹ Average for the year. ² Computed from aggregates for all the industries covered in each district.

TABLE 3.—Man-Hours per Wage Earner per Month, Wages per Man-Hour, and Value Added by Manufacture per Man-Hour, in 4 Districts Within the North, 1935—Con.

Industry	Average wages per man-hour				Average value added per man-hour			
	New England States	Middle Atlantic States	East North Central States	West North Central States	New England States	Middle Atlantic States	East North Central States	West North Central States
	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
59 selected industries ¹	Cents 49.9	Cents 57.3	Cents 66.5	Cents 56.9	\$0.94	\$1.19	\$1.45	\$1.48
<i>Food and tobacco industries (10)</i>								
Flour milling	43.3	63.0	50.1	53.7	1.78	2.73	2.71	3.02
Feeds, prepared	53.6	55.8	47.7	43.5	3.54	2.70	2.50	3.74
Cereal preparations	56.0	56.0	63.8	54.2	—	4.43	4.84	3.74
Ice, manufactured	56.7	55.7	49.7	43.8	2.44	2.28	2.09	1.80
Meat packing	58.6	60.0	57.9	55.3	1.28	1.50	1.33	1.31
Sugar, beet	—	—	37.6	46.1	—	—	.78	1.39
Sugar refining, cane	—	58.3	—	—	—	1.56	—	—
Cigars	43.8	35.5	32.1	33.2	.85	.90	.73	.56
Cigarettes	—	45.6	—	—	—	2.48	—	—
Tobacco (chewing, smoking) and snuff	54.2	48.4	48.6	—	2.25	3.03	2.80	—
<i>Textile industries (24)</i>								
Cotton yarn and thread	41.6	44.8	39.0	—	.77	1.31	.59	—
Cotton woven goods	42.1	45.4	40.4	—	.64	.75	.75	—
Cotton narrow fabrics	44.0	47.3	40.4	—	.83	.89	1.20	—
Batting, padding, etc.	51.1	45.7	39.8	—	1.39	1.69	1.88	—
Wool combing	49.3	—	—	—	.87	—	—	—
Woolen yarn and worsted yarn	45.9	42.1	38.6	—	.72	.71	.81	—
Woolen woven goods	50.4	52.2	45.6	41.2	.82	1.32	.86	.78
Worsted woven goods	50.0	50.5	—	—	.81	.92	—	—
Carpets and rugs, wool, and yarn	52.8	54.6	—	—	1.14	1.14	—	—
Felt goods	48.3	49.6	45.1	—	1.08	1.26	1.88	—
Rayon throwing—commission	37.1	36.0	—	—	.56	.53	—	—
Rayon throwing—regular	36.5	40.3	—	—	.81	.81	—	—
Rayon broad woven goods—commission	45.0	43.8	—	—	.60	.62	—	—
Rayon broad woven goods—regular	44.7	47.6	—	—	.71	.80	—	—
Rayon narrow fabrics	40.8	44.3	38.6	—	.70	.97	.74	—
Silk throwing—commission	34.6	36.3	—	—	.54	.52	—	—
Silk throwing—regular	42.0	35.7	40.9	—	.69	.64	.73	—
Silk broad woven goods—commission	39.8	40.1	—	—	.56	.53	—	—
Silk broad woven goods—regular	49.0	42.7	—	—	.83	.71	—	—
Silk narrow fabrics	—	52.0	—	—	—	1.09	—	—
Hosiery	45.3	60.0	55.0	45.3	.60	.82	.99	.81
Knit cloth	42.8	48.4	40.0	—	.74	1.01	.92	—
Knit outerwear	35.3	46.3	44.8	41.2	.76	.84	.86	.86
Knit underwear	44.0	39.4	40.1	—	.93	.69	.77	—
<i>Chemical industries (9)</i>								
Paper	52.2	54.7	53.1	53.0	1.20	1.45	1.41	1.05
Pulp	50.5	50.7	48.8	50.9	1.14	1.13	1.23	1.02
Rayon and allied products	48.0	54.1	54.0	—	.87	1.10	1.36	—
Soap	62.4	59.5	55.3	50.5	7.81	3.72	3.11	2.86
Petroleum refining	79.9	79.9	81.9	71.1	1.69	1.97	3.37	2.38
Leather tanning	62.1	59.0	52.7	47.0	1.10	1.19	1.04	1.25
Rubber boots and shoes	52.0	—	44.5	—	.95	—	1.16	—
Rubber tires and inner tubes	63.0	61.3	87.3	—	1.02	1.72	2.01	—
Other rubber goods	49.1	53.4	52.0	44.4	1.26	1.20	1.17	1.25
<i>Stone, clay, glass (5)</i>								
Cement	—	54.7	61.7	57.2	—	1.87	2.04	2.14
Clay products other than pottery	44.2	45.4	45.9	44.1	.84	.97	.90	1.13
Pottery and porcelain	46.5	51.9	52.0	44.1	1.08	.98	.99	.79
Glass	—	56.5	57.3	—	—	1.38	1.55	—
Sand-lime brick	—	56.4	41.2	—	—	1.02	.90	—
<i>Metal industries (11)</i>								
Blast-furnace products	—	58.9	64.7	—	—	2.66	2.33	—
Steel works and rolling mills	67.0	63.6	66.8	61.5	1.27	1.12	1.26	1.31
Machine tools	62.3	56.8	61.3	58.4	1.32	1.60	1.39	1.84
Machine-tool accessories	55.5	63.1	78.8	56.1	1.44	1.21	1.46	1.17
Machinery, not elsewhere classified	65.7	60.5	61.4	53.6	1.47	1.62	1.69	1.76
Machine shops	57.0	60.1	60.1	56.4	1.35	1.48	1.49	1.41
Machine repair shops	67.6	60.8	63.5	62.6	1.44	1.11	1.26	1.35
Motor-vehicle bodies and parts	49.3	63.9	71.6	71.3	1.15	1.10	1.16	1.29
Motor vehicles	—	70.7	78.8	—	—	1.62	2.07	—
Electric railroad repair shops	58.7	67.3	65.2	53.4	.76	.77	.75	.66
Steam railroad repair shops	67.3	74.1	70.5	64.9	.77	.84	.79	.73

¹ Computed from aggregates for all the industries covered in each district.

These figures, which measure the opportunity to earn, cannot be assumed to represent differences in competitive wages. Thus, the hosiery industry with a wage difference of 28.3 percent, included in the South a larger proportion of cotton and seamless hosiery than in the North. Nor do the figures necessarily relate to the earnings of the same type of labor. Thus in the case of cigars, higher hourly wages were reported in the South than in the North, probably because of a larger amount of skilled hand work in the South than in the North, and conversely, to the larger proportion of machine-made product in the North.

In some industries with a relatively standardized technology and product, such as petroleum refining, the differences in hourly earnings reflect in more nearly pure form the regional differences in amounts paid for the same type of labor. This is presumably true of the differences in hourly earnings of 9.5 percent in petroleum refining, 6.1 percent in rayon-yarn chemical production, 8.1 percent in steel works and rolling mills, and 11.4 percent in steam railroad repair shops. In some industries these differences were large. Thus, in the cases of cane-sugar refining reporting 4,273 workers in the southern sample, and manufactured ice with 5,308 workers covered in the South, the differences were 33.3 percent and 36.7 percent, respectively.

Finally, since regional comparisons of earnings are frequently treated as competitive differences in labor cost, it must be pointed out that from this point of view wage figures should be studied in conjunction with productivity. The data on value added by manufacture per man-hour of labor shed some light on productivity. In petroleum refining, for example, the value added per hour was 9.4 percent less in the South than in the North while earnings per hour were 9.5 percent less. In the chemical production of rayon yarn, on the other hand, the value added was \$1.34 per man-hour in southern establishments as against \$1.14 in northern establishments; i. e., southern establishments secured 17.5 percent more value added per man-hour while paying 6.1 percent less per hour. In only 2 of the 48 industries with a sample for the South, were higher earnings per hour reported in the South than in the North, yet in 10 industries a higher value added per hour was reported in the South than in the North.

Value
Con.

ed per

West
North
Central
States

(16)

\$1.48

3.02

3.74

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.78

88

74

73

99

92

86

77

41

23

36

11

37

04

16

01

17

04

90

99

1.55

90

2.33

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1.39

1.46

1.69

1.49

1.26

1.16

2.07

.75

.79

1.31

1.84

1.17

1.78

1.41

1.35

1.29

.66

.73

TABLE 4.—Average Man-Hours per Wage Earner per Month, Wages per Man-Hour, and Value Added by Manufacture per Man-Hour, in the South, 1935

Industry	Number of wage earners ¹			Hours worked per wage earner per month		
	Upper South	Lower South	South-west	Upper South	Lower South	South-west
48 selected industries ²	340,256	231,669	50,970	153.2	149.9	162.5
<i>Food and tobacco industries</i>						
Flour milling.....	40,659	19,147	9,105	187.0	165.2	175.8
Feeds, prepared.....	1,922	271	2,186	177.2	159.7	177.4
Cereal preparations.....	723	651	256	164.7	180.1	180.1
Ice, manufactured.....	149	89	—	231.0	229.0	231.7
Meat packing.....	1,569	2,332	1,407	185.0	184.7	192.9
Sugar refining, cane.....	5,168	1,778	5,256	146.5	146.5	—
Cigars.....	4,273	—	—	140.7	144.8	—
Cigarettes.....	23,332	9,753	—	147.5	—	—
Tobacco (chewing, smoking) and snuff.....	4,562	—	—	141.1	—	—
<i>Textile industries</i>						
Cotton yarn and thread.....	170,910	169,729	3,622	—	—	—
Cotton woven goods.....	31,157	15,269	—	140.3	138.9	—
Cotton narrow fabrics.....	71,659	135,491	3,622	149.3	144.5	128.9
Batting, padding, etc.....	602	—	—	155.8	—	—
Woolen woven goods.....	119	160	—	170.7	157.8	—
Worsted woven goods.....	2,381	3,224	—	160.7	148.6	—
Rayon throwing—commission.....	1,791	—	—	156.5	—	—
Rayon broad woven goods—commission.....	1,077	—	—	135.5	—	—
Rayon broad woven goods—regular.....	1,051	—	—	153.2	—	—
Silk throwing—commission.....	9,772	5,227	—	139.3	146.1	—
Silk broad woven goods—commission.....	678	—	—	150.3	—	—
Silk broad woven goods—regular.....	730	—	—	152.5	—	—
Silk narrow fabrics.....	2,073	—	—	158.4	—	—
Hosiery.....	345	—	—	137.2	—	—
Knit cloth.....	37,336	8,301	—	141.4	150.2	—
Knit outerwear.....	1,714	—	—	133.8	—	—
Knit underwear.....	1,251	—	—	148.9	—	—
Chemical industries.....	7,174	2,057	—	140.2	134.1	—
<i>Chemical industries</i>						
Paper.....	43,185	12,013	21,991	—	—	—
Pulp.....	5,472	4,130	—	170.7	173.1	—
Rayon and allied products.....	2,937	3,212	—	166.8	173.3	—
Soap.....	24,238	—	—	165.6	—	—
Petroleum refining.....	434	—	—	154.0	—	—
Leather tanning.....	2,144	4,671	21,991	151.6	164.2	153.4
Other rubber goods.....	6,952	—	—	164.7	—	—
Stone, clay, glass industries.....	1,008	—	—	162.2	—	—
<i>Stone, clay, glass industries</i>						
Cement.....	23,477	4,556	4,096	—	—	—
Clay products other than pottery.....	1,723	1,091	1,888	152.2	141.7	131.6
Pottery and porcelain.....	4,390	2,403	683	150.4	152.9	151.7
Glass.....	7,033	—	—	155.7	—	—
Sand-lime brick.....	10,331	1,062	1,504	153.7	162.6	160.5
Metal industries.....	21	—	—	—	—	71.9
<i>Metal industries</i>						
Blast-furnace products.....	62,126	26,224	12,156	—	—	—
Steel works and rolling mills.....	851	1,342	—	172.1	162.3	—
Machine-tool accessories.....	18,587	9,387	—	156.1	157.8	—
Machinery, not elsewhere classified.....	28	—	—	175.6	—	—
Machine shops.....	3,487	1,617	4,902	169.5	171.7	165.7
Machine repair shops.....	1,733	427	520	166.0	164.7	175.6
Motor-vehicle bodies and parts.....	398	252	287	173.0	181.8	183.0
Motor vehicles.....	1,046	902	71	161.0	162.3	161.9
Electric railroad repair shops.....	8,306	—	—	161.0	—	—
Steam railroad repair shops.....	1,228	329	423	193.5	191.4	213.4
	26,461	11,968	5,953	169.9	178.6	171.6

¹ Average for the year.² Computed from aggregates for all the industries covered in each district.

TABLE 4.—Average Man-Hours per Wage Earner per Month, Wages per Man-Hour, and Value Added by Manufacture per Man-Hour, in the South, 1935—Continued

Industry	Average wages per man-hour			Average value added per man-hour		
	Upper South	Lower South	South-west	Upper South	Lower South	South-west
	Cents	Cents	Cents			
48 selected industries ¹	45.4	38.8	58.7	\$1.10	\$0.72	\$1.70
<i>Food and tobacco industries</i>						
Flour milling	38.7	31.9	42.8	1.77	1.22	2.51
Feeds, prepared	35.5	31.5	37.8	1.72	1.74	2.52
Cereal preparations	43.9	31.3		7.88	2.04	
Ice, manufactured	35.8	30.2	32.8	1.86	1.52	1.57
Meat packing	43.7	36.7	45.8	1.24	1.09	1.44
Sugar refining, cane		38.9			1.54	
Cigars	33.3	35.7		.51	.63	
Cigarettes	42.1			3.88		
Tobacco (chewing, smoking) and snuff	38.8			2.48		
<i>Textile industries</i>						
Cotton yarn and thread	31.9	33.9		.51	.52	
Cotton woven goods	36.0	34.8	35.0	.53	.51	.54
Cotton narrow fabrics	34.2			.86		
Batting, padding, etc	36.1	32.9		1.04	1.11	
Woolen woven goods	42.9	39.5		.97	.86	
Worsted woven goods	36.0			1.01		
Rayon throwing—commission	30.6			.47		
Rayon broad woven goods—commission	40.5			.59		
Rayon broad woven goods—regular	44.2	41.3		.65	.60	
Silk throwing—commission	34.1			.50		
Silk broad woven goods—commission	32.9			.44		
Silk broad woven goods—regular	35.5			.58		
Silk narrow fabrics	49.6			.95		
Hosiery	42.7	35.3		.66	.53	
Knit cloth	40.2			.82		
Knit outerwear	32.9			.57		
Knit underwear	37.1	34.2		.63	.71	
<i>Chemical industries</i>						
Paper	46.1	48.4		1.29	2.35	
Pulp	43.7	42.5		1.68	1.00	
Rayon and allied products	50.4			1.34		
Soap	50.4			2.78		
Petroleum refining	73.6	71.1	72.1	2.60	1.86	2.26
Leather tanning	43.6			1.00		
Other rubber goods	39.3			1.01		
<i>Stone, clay, glass industries</i>						
Cement	47.4	46.6	48.4	1.98	1.98	2.56
Clay products other than pottery	38.1	27.6	32.9	.84	.59	.80
Pottery and porcelain	48.8			.72		
Glass	59.9	51.9	53.7	1.25	1.32	1.26
Sand-lime brick			35.7			1.02
<i>Metal industries</i>						
Blast-furnace products	51.8	47.6		2.68	1.60	
Steel works and rolling mills	65.3	50.0		1.24	1.40	
Machine-tool accessories	67.2			1.21		
Machinery, not elsewhere classified	55.1	44.2	60.2	1.42	1.28	1.46
Machine shops	54.6	55.7	55.5	1.30	1.22	1.62
Machine repair shops	57.1	50.6	56.2	1.19	1.04	1.30
Motor-vehicle bodies and parts	54.0	64.9	49.1	1.08	1.28	1.24
Motor vehicles	65.3			1.93		
Electric railroad repair shops	52.0	55.1	44.4	.60	.68	.51
Steam railroad repair shops	64.7	58.3	60.2	.72	.66	.67

¹ Computed from aggregates for all the industries covered in each district.

Although the range shown for separate industries is from an average of 15.7 percent fewer hours in knit cloth (omitting the diminutive sand-lime brick industry) in the South to 12.0 percent more hours in manufactured ice, in general there are no consistent significant differ-

ences in the average number of hours worked per month in the various regions. Weighting the relatives, the average period worked in the South is about 1 percent shorter than in the North. Twenty-seven industries of the 48 shown for the South, embracing 72 percent of the wage earners in the southern sample, reported a smaller average number of hours per wage earner per month in the South than in the North. In the West, on the other hand, workers averaged somewhat more than 1 percent longer working period than in the North. For the West, 17 industries out of 31, embracing over 60 percent of the wage earners in the western sample, reported more hours per worker in the West than in the North.

In regard to wages, a different picture is presented. Of the 48 industries in the South, all but 2, cigars and glass, reported smaller average hourly wages in the South than in the North. For 15 industries the hourly wage reported was in excess of 90 percent of that for the North, and for 3 (silk narrow fabrics in addition to the cigars and glass previously mentioned) was in excess of 95 percent. On the other hand, in 20 industries the ratio was less than 80 percent and in 4 of these was less than 70 percent. Weighting the average hourly earnings in the North and South to eliminate as far as possible the influence of the presence of high-wage and low-wage industries in the two regions, there was an average difference in wages of about 15 percent.

TABLE 5.—Average Hours, Wages per Hour, and Value Added per Hour, 48 Industries in South in Relation to North, and 31 Industries in West in Relation to North, 1935

[North=100.0]

Industry	Ratio of South to North			Ratio of West to North		
	Hours per wage earner	Wages per man-hour	Value added per man-hour	Hours per wage earner	Wages per man-hour	Value added per man-hour
<i>Food and tobacco industries</i>						
	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>
Flour milling.....	105.8	74.2	73.2	101.1	107.4	103.8
Feeds, prepared.....	97.3	67.3	65.3	94.6	100.4	82.5
Cereal preparations.....	111.1	65.4	125.7	104.5	96.8	72.3
Ice, manufactured.....	112.0	63.3	76.2	92.5	102.5	101.4
Meat packing.....	108.8	76.2	96.3	102.2	103.1	111.1
Sugar, beet.....				100.8	112.2	118.0
Sugar refining, cane.....	89.2	66.7	98.7			
Cigars.....	100.1	100.6	69.8	95.5	124.3	98.8
Cigarettes.....	95.3	92.3	156.5			
Tobacco (chewing, smoking) and snuff.....	94.4	79.8	87.3			
<i>Textile industries</i>						
Cotton yarn and thread.....	95.2	77.6	61.4			
Cotton woven goods.....	97.1	83.5	80.0			
Cotton narrow fabrics.....	98.3	76.9	98.9			
Batting, padding, etc.....	98.4	79.2	61.7	106.7	88.2	108.0
Woolen woven goods.....	97.2	81.7	98.9	101.0	92.4	85.9
Worsted woven goods.....	101.2	71.9	120.2			
Felt goods.....				95.8	96.7	126.4
Rayon throwing—commission.....	96.2	85.0	87.0			
Rayon broad woven goods—commission.....	97.8	91.4	96.7			
Rayon broad woven goods—regular.....	93.3	94.1	85.1			
Silk throwing—commission.....	109.9	94.2	96.2			
Silk broad woven goods—commission.....	101.9	82.0	81.5			
Silk broad woven goods—regular.....	101.5	79.8	78.4			

TABLE 5.—Average Hours, Wages per Hour, and Value Added per Hour, 48 Industries in South in Relation to North, and 31 Industries in West in Relation to North, 1935—Continued

[North=100.0]

Industry	Ratio of South to North			Ratio of West to North		
	Hours per wage earner	Wages per man-hour	Value added per man-hour	Hours per wage earner	Wages per man-hour	Value added per man-hour
<i>Textile industries—Continued</i>						
	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>
Silk narrow fabrics.....	92.8	95.4	87.2			
Hosiery.....	96.7	71.7	75.0			
Knit cloth.....	84.3	88.9	89.1			
Knit outerwear.....	95.3	73.8	67.9	102.3	101.1	119.0
Knit underwear.....	94.3	90.3	87.8			
<i>Chemical industries</i>						
Paper.....	101.7	88.4	129.4	99.5	107.3	142.6
Pulp.....	103.0	86.2	113.8	96.4	115.6	149.1
Rayon and allied products.....	106.2	93.9	117.5			
Soap.....	95.0	88.6	73.4	102.3	101.2	104.7
Petroleum refining.....	101.8	90.5	90.6	102.2	104.5	152.2
Leather tanning.....	100.1	76.0	89.3	98.8	99.0	151.8
Rubber tires and inner tubes.....				104.4	95.8	97.4
Other rubber goods.....	102.1	76.2	83.5	105.9	104.3	143.0
<i>Stone, clay, glass industries</i>						
Cement.....	95.5	82.8	110.1	113.6	106.4	121.6
Clay products other than pottery.....	98.6	75.3	78.1	101.7	103.3	105.2
Pottery and porcelain.....	99.4	94.2	72.7	108.4	97.1	112.1
Glass.....	99.5	102.8	85.7	101.9	103.5	135.4
Sand-lime brick.....	46.2	71.3	105.2			
<i>Metal industries</i>						
Blast-furnace products.....	96.0	79.4	81.9			
Steel works and rolling mills.....	99.6	91.9	108.3	95.9	102.6	121.7
Machine-tool accessories.....	102.5	92.7	84.6	99.8	94.5	90.2
Machinery, not elsewhere classified.....	101.1	91.0	86.6	99.6	107.7	114.0
Machine shops.....	101.0	92.7	93.1	97.1	107.3	110.3
Machine repair shops.....	103.2	87.6	94.4	93.9	108.8	112.0
Motor-vehicle bodies and parts.....	99.5	82.7	101.7	100.4	94.9	108.6
Motor vehicles.....	98.5	85.8	96.0	100.0	91.5	90.0
Electric railroad repair shops.....	108.1	78.0	78.7	96.4	91.7	90.7
Steam railroad repair shops.....	109.3	88.6	87.5	107.9	94.3	90.0

While the tendency to lower earnings is shown by 46 of the 48 southern industries, there are fairly significant differences not only between individual industries but between the groups of industries.¹⁸ Thus in foods and textiles (omitting tobacco), the differential under the North, as shown in table 5, exceeds the general average of 15.3 percent for the entire sample in 16 of the 23 industries in these two groups. On the other hand, among the industries listed under the chemical, stone, clay, glass, and metal groupings, the difference was less than the weighted average of 15.3 percent in 14 of the 22 industries. The three tobacco industries display considerable variation, average hourly earnings in the South ranging from 79.8 percent of northern earnings, for snuff and chewing and smoking tobacco, to 100.6 for cigars. The range shown by the weighted group averages, as shown in table 6, was from a difference of about 29 percent in food industries to 7 percent in tobacco and 8 percent in the stone, clay, glass indus-

¹⁸ The method of computing group indexes is the same as that used for all industries. The relative wage of each industry in the group is multiplied by the number of wage earners in that industry in the South (or West).

tries. For the chemical and metal industries, the difference was apparently about 11 percent.

In the West, 19 out of 31 industries reported larger average wages than in the North (table 5). In 9 of these 19, the western average was 5 percent or more above the northern average. Among those industries that paid less per hour in the West than in the North, the greatest difference was reported for a tiny sample of only 79 wage earners in the batting and padding industry, the index in this case being 88.2 percent corresponding to a difference of 11.8 percent under the North. The industry in the West with the next largest difference was the motor-vehicle industry with a rate 8.5 percent less than the North. The weighted average indicates that on the average these 31 industries paid about 2 percent more per hour in the West than in the North.

In general, the indexes for the industry groups in the West conform closely to the composite indexes for all groups. The variation between groups was not so pronounced in the West as in the South. The indexes on hours in the West ranged from 100.0 for foods to 105.6 for the stone, clay, glass industries. And in regard to hourly wages, the range was from 97.0 for textiles to 106.4 for foods (including a few wage earners in the cigar industry). The wage indexes were less than 100, reflecting lower wages in the West than in the North, in the cases of two groups, textiles¹⁹ and metals; on the other hand, the remaining three groups, foods, chemicals, and stone, clay, glass, with indexes above 100, paid higher wages in the West than in the North.

TABLE 6.—*Indexes of Hours, Wages per Man-Hour, and Other Items for 1933 and 1935, for South and West Relative to North, by Industry Groups*

Area, industry group, and year	Number of wage earners in sample	Indexes (North = 100.0) of—					
		Hours per wage earner per month	Wages per man-hour	Value of products per man-hour	Value added per man-hour	Value of product minus prime cost per man-hour	Earnings (hours X wages)
<i>South</i> ¹							
Food industries:							
1935.....	28,030	105.3	71.4	79.8	87.7	131.8	75.2
1933.....	18,080	102.0	73.5	80.8	90.1	(2)	75.0
Tobacco industries:							
1935.....	40,781	96.7	93.5	72.0	121.4	127.5	90.4
1933.....	34,342	96.6	83.1	66.0	112.4	(2)	80.3
Textile industries:							
1935.....	344,261	96.6	81.7	96.2	77.9	76.6	78.9
1933.....	261,570	104.9	73.0	88.4	80.2	(2)	76.6
Chemical industries:							
1935.....	77,189	103.1	89.5	108.6	105.4	124.2	92.3
1935 comparable with 1933.....	76,181	103.1	89.6	109.0	105.7	124.6	92.4
1933.....	63,917	103.2	87.1	101.2	104.1	(2)	89.9

¹ Weighted indexes for area, based on all man-hour industries in each census, are given in table 7.

² Not available: the salaries item was not covered in the man-hour tabulation for 1933.

¹⁹ In passing, it may be noted that the textile wage index, 97.0, is based upon a fairly small sample. It is confirmed, however, as to its general significance by the corresponding index for 1933. The textile index for 1933 was the only group index for the West that year less than 100, thereby indicating that lower wages were paid in the textile industries in the West that year than in the same industries in the North.

TABLE 6.—*Indexes of Hours, Wages per Man-Hour, and Other Items for 1933 and 1935, for South and West Relative to North, by Industry Groups—Continued*

Area, industry group, and year	Num-ber of wage earners in sample	Indexes (North=100.0) of—					
		Hours per wage earner per month	Wages per man-hour	Value of products per man-hour	Value added per man-hour	Value of product minus prime cost per man-hour	Earnings (hours × wages)
South—Continued							
Stone, clay, and glass industries: ¹							
1935.....	32, 129	98.6	91.6	86.9	84.7	76.3	90.3
Metal industries:							
1935.....	100, 505	104.1	89.1	90.2	94.1	116.0	92.8
1935 comparable with 1933.....	40, 520	99.2	89.5	107.5	104.0	125.6	88.8
1933.....	24, 378	106.6	90.2	105.9	122.2	(²)	96.2
West ¹							
Food and tobacco industries:							
1935.....	21, 939	100.0	106.4	102.9	108.0	111.1	106.4
1933.....	17, 175	97.1	111.5	108.9	117.7	(²)	108.3
Textile industries:							
1935.....	4, 067	101.6	97.0	100.5	105.4	116.8	98.6
1933.....	2, 061	103.1	91.9	93.9	96.1	(²)	94.7
Chemical industries:							
1935.....	24, 825	101.0	105.3	128.1	139.6	165.2	106.4
1935 comparable with 1933.....	20, 496	100.2	107.0	129.4	146.8	177.1	107.2
1933.....	18, 273	99.7	105.9	134.4	138.8	(²)	105.6
Stone, clay, and glass industries: ¹							
1935.....	8, 263	105.6	103.2	112.6	117.6	131.3	109.0
Metal industries:							
1935.....	40, 932	101.3	98.5	100.6	102.8	127.7	99.8
1935 comparable with 1933.....	15, 944	97.8	98.2	116.9	110.4	129.5	96.0
1933.....	10, 185	95.1	105.9	121.6	137.3	(²)	100.7

¹ Weighted indexes for area, based on all man-hour industries in each census, are given in table 7.

² Not available; the salaries item was not covered in the man-hour tabulation for 1933.

³ No industries in stone, clay, and glass group were covered in man-hour tabulation for 1933.

Districts Within the "North" and the "South"

The foregoing discussion has dealt with the three large areas, North, South, and West, each being treated as a unit. It is also desirable to obtain measures of variation within each of these areas wherever possible. This section presents data for four districts or groups of States into which it has been possible to subdivide the North, while the succeeding section deals with three districts within the South. No subdivision of the West into districts was deemed feasible.

It was evident from an inspection of the figures in table 5 that the relationship of hourly earnings in the several regions differs from industry to industry. A single summary figure is needed, more especially because the over-all average in table 2 for all reporting establishments in the various regions is likely to be treated as a regional differential for the same type of labor. As has been pointed out, it is not. Although the average hourly earnings in 1935 for wage earners engaged in manufacturing in the North were 60.2 cents and in the South were 44.2 cents, there are only seven industries in which earnings in the

South show as great a difference as this from northern wages: manufactured ice, cereal preparations, cane-sugar refining, prepared feeds, worsted woven goods, hosiery, and sand-lime brick. Of these, several in turn, serve local markets, and at least one is not strictly comparable as regards product. Whereas the general averages differ by 26.6 percent, the difference was 16.5 percent in the cotton woven goods industry, employing two-fifths of the wage earners in the southern sample. Some form of average is also needed to eliminate from the average, as far as possible, differences in hourly earnings that arise from differences in the relative importance of the industries in the several regions.

In this article, such a summary figure is presented in table 7. It approximates regional differences in hourly earnings for similar types of work. It is a weighted summary obtained from the relatives of the several industries.²⁰

²⁰ Various systems of weighting may be used. No one of them is perfect, nor does the use of an average figure justify disregarding significant differences among the several industries. However, any carefully weighted index will describe regional differences more clearly than they can be shown by a heterogeneous list of industries of varying importance.

In computing the weighted averages for the South relative to the North, as given in table 7, the weight used for each of the 48 industries was the number of wage earners reported by the man-hour establishments in the South in that industry. And for the West relative to the North, the weights used were the number of wage earners reported in each industry in the West. The weights of the industries in these areas are more representative of competitive wage differences than would be the weights of the industries in the North. For example, the difference of 14.2 percent in the motor-vehicle industry with 8,306 wage earners in the South and 133,088 in the North is much less important than the difference of 16.5 percent in cotton woven goods, an industry with 210,772 wage earners in the southern sample. This system of weighting tends to measure in average terms the competitive impact of industries located in the South and West on the rest of the country.

The use of the weight of the industry in the South or in the West has the further advantage of assigning a light weight at those points where the sample is small and where the apparent wage difference may be based on inadequate data. Thus, there is no reason to disregard altogether a reported regional difference in wages for cereal preparations, cotton narrow fabrics, commission silk throwing and weaving, silk narrow fabrics, soap, and machine tool accessories. These are all industries of considerable importance in the North but with less than 1,000 wage earners in the sample for the South. There are other industries such as batting, padding, etc., and sand-lime brick that are represented by a small number of employees in all regional samples. If the regional differences were to be weighted by the total number of wage earners in each industry in the United States or in the more industrialized northern region, it would be necessary to discard arbitrarily certain industries. For example, it is apparent that the fact that 28 wage earners in machine tool accessories in the South happen to receive 7.3 percent less per hour than 19,713 wage earners in the North is of almost no significance. In such a case it is obvious that differences of wages in this industry should be disregarded (or else included with so slight a weight as will not affect the average). But should a difference of 23.1 percent in cotton narrow fabrics be disregarded because of the fact that there are only 602 wage earners in the southern sample out of a total of 10,710? A decision to include or exclude such a case should ordinarily be avoided. It would have to be faced were northern weights adopted; it is properly evaded or compromised by using southern weights that have the characteristic of decreasing as one approaches a marginal decision and of virtually disappearing where the decision to exclude would be obvious.

In this connection it is worth noting that the type of weighting used has little effect on the resulting average. It will be recalled that the average hourly earnings of all wage earners, irrespective of industry, were 26.6 percent less in the South than in the North. The purpose of a weighted index is to find a better over-all measure of wage differences in similar industries. The weighted average, eliminating the influence of variations in the importance of high-wage and low-wage industries in the several regions, is 15.3 percent. It may be claimed that to allow the regional difference of wages in cotton woven goods two-thirds as much importance as all the other differences in combination, because that was the weight of cotton woven goods in the employment picture, is possibly to hide significant differences. The weighted index recomputed without cotton woven goods shows a differential of 14.7 percent. If one does not weight the industries, but merely counts each differential as one, the median of such wage differences would be 16.8 percent. Finally, it may be noted that if the industries of both the North and the South are weighted by the number of wage earners in the total man-hour sample for those industries throughout the United States, the difference amounts to 14.7 percent for all 48 industries and 14.8 percent in 44 industries eliminating cereal preparations, soap, sand-lime brick, and machine tool accessories because of their unimportance in the southern economy.

TABLE 7.—*Indexes of Average Hours, and of Wages, Value of Products, and Value Added by Manufacture in 59 Manufacturing Industries, by Areas and Districts, 1935*

Area and district	Indexes (North=100.0) of—					
	Hours per wage earner per month	Wages per man-hour	Value of products per man-hour	Value added by manufacture per man-hour	Value of products minus prime cost ¹ per man-hour	Earnings (hours × wages)
North.....	100.0	100.0	100.0	100.0	100.0	100.0
South.....	99.1	84.7	94.0	87.6	91.5	83.9
West.....	101.3	102.3	108.9	114.4	134.3	103.6
Districts within "North":						
New England States.....	100.5	99.5	94.6	95.5	90.0	100.0
Middle Atlantic States.....	98.1	100.0	100.1	99.0	95.7	98.1
East North Central States.....	101.2	100.8	101.6	102.6	106.7	102.0
West North Central States.....	101.1	94.5	103.4	98.4	105.4	95.5
Districts within "South":						
Upper South.....	99.3	86.3	91.8	91.3	96.1	85.7
Lower South.....	98.2	81.6	96.7	80.8	83.5	80.1
Southwest.....	101.8	87.2	96.4	92.1	99.4	88.8

¹ For the purposes of this article, the prime cost is defined as the sum of the salaries, wages, and cost of materials, fuel, and purchased electric energy. The item "Value of products minus prime cost" is equivalent, therefore, to the value added by manufacture minus salaries and wages.

DIFFERENCES WITHIN THE NORTH

The basic data for the four districts of the North comparing the wage earners, average hours worked, wages, etc., have already been presented in table 3. That table made it clear that wages do not vary uniformly from one district to another. In many instances there is evidence of a tendency to higher wages in the centers where an industry is concentrated, with lower wages in the peripheral areas. Thus the highest wages in the rubber-tire industry are found in the East North Central States. Hourly earnings in flour milling are higher in the West North Central than in the East North Central States. Hosiery and several of the knit-goods industries pay the highest wages in the Middle Atlantic States, the area in which they predominate. Wages in the machine-tool industry are substantially higher in the New England States and the East North Central States, where the industry is concentrated, than in the other two areas.

In more general terms, contrasting wages in the Middle Atlantic States and the East North Central States, this type of influence appears to be present. As will be seen later, there is no persistent difference in the weighted wage levels of the two districts for all industries. However, wages are generally higher in the Middle Atlantic States in the textile industries, but higher in the East North Central States in the iron and steel, machinery, and motor-vehicle industries.

In order to place emphasis upon concentration, consider only the 27 industries for which the number of wage earners in a district is at least twice the number covered in any other district of the North. Taking these just as listed, without reference to similarity between the

several industries, 16 show the highest average wage in the district with the most wage earners and 11 in some other district. Of these 11, all except 2 are textile industries; but there are also 9 textiles in the group of 16 which showed the highest wage in the district with concentration of wage earners. The remaining 7 industries with highest wages in districts with concentration are in the chemical and metal groups.

When the relatives of wages in a given industry in a district of the North to average wages in that industry throughout the North are studied, however, it appears that there is no characteristic wage pattern distinguishing New England, the Middle Atlantic States, and the East North Central States. Thus, 24 relatives out of 49 industries in New England were above the average of 100 for those industries in the North as a whole; for the Middle Atlantic States, 32 out of 56; and for the East North Central States, 23 out of 46. The West North Central States, however, appear in general to have a wage structure below that of the North as a whole. Only 3 of the 28 industries shown for the district pay average wages higher than the over-all northern average of the respective industries.²¹

Variations among the several districts within the North as shown by the final indexes for all industries are, on the whole, quite small. This is especially true in the case of hours worked. On the average, industries in the Middle Atlantic States averaged slightly fewer hours per month than those industries did throughout the North generally. Hours were slightly longer on the average in the North Central States. The range is from 98.1 of the northern average in the Middle Atlantic States to 101.2 in the East North Central States, a variation so small as to have little or no significance.

Wages show an even greater degree of uniformity than hours in three districts. The West North Central States, however, appear to have definitely lower wages than the other districts. The index for

²¹ In this connection it should be noted that the figures in the table compare each district within the North with the North as a whole, eliminating so far as possible the influence of high-wage and low-wage industries on the relative. The comparison of one district with another is through the basic comparison with the North.

Technically, therefore, the comparison between districts is less accurate than the comparison of either district with the North as a whole. For example, it is indicated that average hourly earnings are 0.8 percent higher in the East North Central States than throughout the North in the industries found in the East North Central States. A margin of error attaches to every statistical average. Let us assume that we feel reasonably confident that this average is probably not more than half of 1 percent in error: in other words, that earnings may be as much as 1.3 percent above the general average for the North and are not less than 0.3 percent above. The average value of 0.8 percent might then be described as showing wages not materially different from the North as a whole but tending to be slightly higher. New England wages would be described in similar terms except that they tend to be slightly lower than the North as a whole. But if the estimating error for New England is also half of 1 percent, the range of our estimate is from no difference at all to minus 1 percent. When we now come to compare New England and the East North Central States, via these comparisons with the North as a whole, the outer range of combinations which must be covered in our description is from almost no difference at all to a difference of almost 2½ percent: i. e., from a possible extreme combination of an index of 100.3 in the East North Central and 100.0 in New England to the other extreme combination of 101.3 in the East North Central to 99.0 in New England.

the average relationship shows a difference of 5.5 percent between the West North Central and the North as a whole.²²

DIFFERENCES WITHIN THE "SOUTH"

In the South Atlantic, South Central, and Southwestern States there is substantial variation. It is not possible to distinguish the wage levels of the individual States from the data here available. But it is possible to distinguish three areas or districts characterized as the Upper South, Lower South, and Southwest.²³

As has been previously noted, data were available for the South in the cases of 48 of the 59 industries covered by the 1935 man-hour tabulation. In the Upper South, 46 of the 48 industries were represented; in the Lower South, 28; while in the Southwest, there were only 16. The basic data for each of the several industries in the three districts were given in table 4.

From these basic data relatives have been computed for each industry and these have been combined into a weighted index that seeks to eliminate the influence of the location of high-wage and low-wage industries.²⁴ In the various districts of the South, as in the North, there was little difference in hours worked. In each district wages in the industries of that district were generally lower than wages in those industries in the North. On the average they were 12.8 percent lower in the Southwest, 13.7 percent lower in the Upper South, and 18.4 percent lower in the Lower South. The average wages in manufacturing as shown in table 4 had been influenced by the presence of relatively low wage industries in the Upper and Lower South and were 24.6 and 35.5 percent respectively under the northern average, concealing the fact that in individual industries themselves the difference was in most cases less than this. The average relationship of wages in similar industries is better shown by the indexes in table 6. On the other hand, the dominant manufacturing industry of the Southwest is petroleum refining, a relatively high-wage industry, and as was shown in table 4 the average earnings in the manufacturing sample were only 2.5 percent less than in the northern sample. In

²² Subregional indexes have been computed for the various groups of industries. They are not published, partly because indexes based on so narrow a base at times approximate the differences for 1 or 2 industries. In general, these group indexes, like the figures for single industries, confirm the averages. A few significant departures from this pattern are to be noted. Thus in textiles, wages in the East North Central States are definitely lower than in either New England or the Middle Atlantic States. The weighted index for the group in the East North Central States is 95.7 percent of the general northern average. As a group the metal industries in the Middle Atlantic States average 2.2 percent under the North as a whole.

²³ The States included in each of the 3 districts as used in this article, Upper South, Lower South, and Southwest, are listed in footnote 17, page 127.

²⁴ The method of computing the index is that already described: The average wage for the industry in the subregion is divided by the northern average for that industry. These relatives are multiplied by the number of wage earners in the sample for that industry in the district. The resulting index therefore relates wages (or hours, etc.) in the industries of a district or subregion to the average wages of those same industries in the North.

this case the presence of a high-wage industry, which itself averaged 9.4 percent less than northern establishments in that industry, concealed the fact that industry by industry wages are substantially less even in the Southwest, than in the North. This average relationship for similar industries is better described by the figure of about 13 percent shown in table 6.²⁵

Comparison of Regional Differences in 1933 and 1935

In 1933 man-hours were reported for 35 industries, while in 1935 reports were received from 59. Those industries that were added in the 1935 census on the whole paid wages above the average of those reported for both years. Furthermore, the weighted average difference between wages in the North and the South in these added industries was 10.4 percent as against a weighted average for all 59 industries of 15.3 percent. To compare the movement of regional wage differences between 1933 and 1935, it is therefore necessary to compute a series of weighted indexes for 1935 using the data only for industries reported in both years. These comparable indexes are shown in table 8.²⁶

The changes that occurred between 1933 and 1935 reflect in part the influence of the N. R. A. As regards hours, the weighted average of all industries in the North and South was almost 4 percent higher in the South than in the North in 1933. In 1935 it was almost 2 percent lower. For the West in 1935 the weighted relatives showed almost no difference from the North, whereas in 1933 they had been 2 percent under the North. Among the various districts the most drastic changes in the relationship of hours in that district to those in the North was found in the Lower South and the Southwest. The former had averaged 5 percent more than the North in 1933; it averaged nearly 3 percent fewer hours in 1935. The Southwest had averaged 15 percent more hours than the North in 1933; only 1 percent longer hours in 1935.

The textile-industry group showed the most marked change in the relationship of hours in an industry group in the South to those in the

²⁵ Especially in the case of the Southwest with a few industries represented it is difficult to make a comparison between the districts of the South via a comparison in each case with the North. The existence of a relatively small difference between northern and southern wages in petroleum and its importance in the southwestern sample accounts entirely for the fact that the index for the Southwest is higher than the index for the Upper South. With petroleum eliminated, the relationship would be reversed. There appears to be no consistent or significant difference between the two districts. Again, while the indexes for the Lower South and Southwest seem to indicate that wages in the Southwest average about 7 percent higher than in the Lower South, a study of table 4 shows that there is no consistent relationship other than the qualitative one that wages in the Southwest are higher. An average should not be attempted to summarize the wage relationship of the 8 industries that employ more than 1,000 wage earners in the sample of both regions. In 2 industries there is a difference of less than 1½ percent, in 3 there is a difference of 3 to 4 percent, in one of 8.6 percent, while in 2 the difference amounts to 25 percent or more.

²⁶ The basic data for 1933, such as is shown in tables 2 to 4 for 1935, are not presented in this article. They will be found in the report cited as containing the 1933 material.

same industry group in the North (table 6). In 1933 hours averaged about 5 percent more in the South than in the North; in 1935, about 3½ percent less. The metal-industries group, represented by only 24,378 wage earners in the southern sample for 1933 and 40,520 in the corresponding sample for 1935, had averaged 6.6 percent more hours than the North in 1933 and 0.8 percent fewer hours in 1935. Only in the food group did the weighted ratio of hours in the South to hours in the North show an increase.

In some industries the N. R. A. was the most important factor in bringing about a change in the ratio of hours in the South to those in the North. Thus, the large reduction in the ratio for the textile group reflects the effect of the cotton code, for example. In 1933 the northern cotton mills in the sample averaged 170.5 hours per month per wage earner, the southern mills 175.5 hours. In 1935 the respective figures were 149.6 and 144.8 hours per month—substantial reductions in both regions but greater in the South than in the North.

It cannot be assumed, however, that the changes in the ratios of hours in the South to those in the North reflect entirely, or even primarily, the influence of the N. R. A. Thus, in the metal industries, hours in 1933 were influenced by an extensive spread-work movement. In most of these industries the average wage earner worked more hours per month in 1935 than in 1933. The decrease in the weighted ratio of hours in the South to hours in the North between 1933 and 1935 reflects merely differences in the amount of work offered.

As regards wages per hour the influence of the N. R. A. is more apparent. It will be recalled that the President's Reemployment Agreement and the codes went into effect in the latter half of 1933. Average wages per hour for the year, as reported to the Census of Manufactures for 1933, are therefore an average of 6 months or more of depression wages and of 5 months or so of the higher wages that followed the establishment of the N. R. A. While the Schechter-case decision in May 1935 was followed by a downward revision of wages in some industries and some establishments, on the whole code wages continued to prevail. There was little change in average hourly earnings in all manufacturing industry during this year.

In 1933 the weighted ratio of southern wages per hour to northern wages was 77.2 percent; in 1935, for the same 35 industries, 83.8 percent. In both regions average earnings per hour increased between 1933 and 1935, but the increase was greater in the South. In the latter year the difference in wages between the two areas was only slightly more than two-thirds as large as it had been in 1933.

This characteristic of increases greater in the South than in the North was especially marked in the textile and tobacco industries. In 1933 the weighted ratio for wages in the textile group in the South

was 73.0 percent of the North. In 1935 it was 81.7.²⁷ Thus, the difference in wages in this group was reduced by one-third. In the tobacco industries the weighted ratio was increased from 83.1 to 93.5 eliminating almost three-fifths of the difference in wages. Only in the relatively small group of food industries was there a possible significant reduction in average wage, corresponding to an increase in the weighted ratio of wage differences.

It should be noted in passing that in 1933, as in 1935, the difference between wages in the North and those in the South was less in the chemical industries and in the metal industries than in textiles or foods, these latter being industries that on the whole employ a lower proportion of skilled workers than the first two groups.

Among the four districts that have been grouped as the North, the wage relationships were essentially the same in 1933 as those described for 1935. There were minor changes, in that New England and the Middle Atlantic States had been very slightly above the northern average in 1933 and were slightly below it in 1935. Conversely, the East North Central States had been below the northern average in 1933 and were above it in 1935. But all of these changes involved shifts of only about 1 percent in the weighted ratios. On the other hand, there was no change in the weighted ratio of wages in the West North Central to wages throughout the North; in both 1933 and 1935 this region was about 4½ percent under the North generally, as regards wages in the industries covered in both years.

As regards the South, there were decisive changes in all three districts in the weighted ratio of wages in each district to wages in the North. In each area the difference between its wages and those in the North was less marked in 1935 than in 1933. But the indexes for the three southern districts treated as a whole do not describe movements in any of them. Thus in the Upper South the ratios for identical industries in 1933 and 1935 were 81.1 and 84.9; in the Southwest 83.8 and 86.2. The difference between wages of the industries in these areas and in the North had been reduced by about one-sixth. In the Lower South, with nearly four-fifths of the wage earners in the sample in textiles, the weighted ratio of wages increased from 71.6 to 81.7. It was in the lower wage industries that the greatest reduction of wage differences between regions occurred.

²⁷ The textile group index in both years was influenced by the relative for hosiery. This in turn reflects the greater importance of seamless hosiery in the southern than in the northern sample. While this means that the relative in either year is only approximate, the change in the relatives from 1933 to 1935 may be regarded as valid.

TABLE 8.—*Indexes of Hours, Wages per Man-Hour, and Other Items, for Comparable Industries in 1933 and 1935, by Areas and Districts*

Area, district, and year	Number of wage earners in the sample	Indexes (North=100.0) of—					
		Hours per wage earner per month	Wages per man-hour	Value of products per man-hour	Value added per man-hour	Value of product minus prime cost per man-hour	Earnings (hours×wages)
North:							
1935.....	1,575,850	100.0	100.0	100.0	100.0	100.0	100.0
1933.....	1,188,325	100.0	100.0	100.0	100.0	(1)	100.0
South:							
1935.....	529,773	98.2	83.8	96.2	87.8	92.5	82.3
1933.....	402,287	103.9	77.2	89.2	89.8	(1)	80.2
West:							
1935.....	62,446	99.6	103.9	115.0	121.2	137.8	103.5
1933.....	47,694	97.9	107.3	120.7	129.0	(1)	105.0
Districts within "North":							
New England States:							
1935.....	285,802	100.0	99.5	95.3	95.9	90.8	99.5
1933.....	238,070	99.6	100.3	96.4	97.7	(1)	99.9
Middle Atlantic States:							
1935.....	528,326	98.4	99.8	99.8	98.8	95.8	98.2
1933.....	417,096	98.3	100.9	102.1	102.6	(1)	99.2
East North Central States:							
1935.....	696,733	101.2	100.6	101.3	102.7	106.9	101.8
1933.....	476,586	102.0	99.6	99.7	98.2	(1)	101.6
West North Central States:							
1935.....	64,899	99.2	95.4	107.0	98.6	102.0	94.6
1933.....	56,573	97.4	95.5	102.7	100.0	(1)	93.0
Districts within "South":							
Upper South:							
1935.....	282,464	98.5	84.9	93.7	92.2	98.6	83.6
1933.....	200,957	102.0	81.1	90.7	97.9	(1)	82.7
Lower South:							
1935.....	212,520	97.2	81.7	98.8	80.8	83.6	79.4
1933.....	173,307	105.3	71.6	87.7	80.1	(1)	75.4
Southwest:							
1935.....	34,789	101.4	86.2	100.7	92.4	98.5	87.4
1933.....	28,023	115.5	83.8	88.9	92.9	(1)	96.8

¹ Not available; the "salaries" item was not covered in the man-hour tabulations for 1933.

EARNINGS OF COAL-MINE LABOR IN SELECTED COUNTRIES

THE International Labor Office compilation ¹ of earnings of coal-mine labor in 1929, 1933, and 1936 is shown in table 1 for a selected group of foreign countries and the United States. Earnings appear for underground and surface workers separately and together, insofar as possible, and on an hourly and daily basis. These statistics are given in the respective national currencies of the countries covered. Earnings for the purpose of this comparison include net money wages, worker's social-insurance contributions, allowances in cash, free and cheap coal, housing and other allowances in kind, and payments for holidays. Excluded are amounts paid by employers for compulsory social insurance of their personnel, as these payments are not at the disposal of the workers.

¹ International Labor Office. Report on Technical Tripartite Meeting of the Coal-Mining Industry, Geneva, May 1938. Pt. II, Social Conditions. Geneva, 1938, pp. 14-18.

TABLE 1.—Average Earnings of Coal-Mine Labor in Selected Countries, 1929, 1933, and 1936

[Average exchange rate in 1936 of florin=64.5 cents; Belgian franc=3.4 cents; French franc=6.1 cents; koruna=4.0 cents; mark=40.3 cents; British and South African shilling (12d)=24.9 cents; yen=29.0 cents; zloty=18.9 cents]

Country or district and category	Currency unit	1929			1933			1936		
		Under- ground	Sur- face	All work- ers	Under- ground	Sur- face	All work- ers	Under- ground	Sur- face	All work- ers
Earnings per hour										
Belgium.....	Franc.....	¹ 7. 11	¹ 4. 96	-----	¹ 5. 38	¹ 3. 95	-----	¹ 5. 69	² 4. 27	-----
Czechoslovakia.....	Koruna.....	6. 77	5. 07	-----	6. 87	5. 19	-----	6. 65	5. 13	-----
France.....	Franc.....	³ 5. 38	3. 73	-----	5. 33	3. 90	-----	6. 08	4. 50	-----
Germany:										
Ruhr.....	Mark.....	1. 22	. 91	-----	² . 98	-----	-----	² 1. 00	-----	-----
Upper Silesia.....	do.....	. 92	. 68	-----	² . 76	-----	-----	² . 81	-----	-----
Great Britain.....	Shillings and pence.	1 2½	0 11	-----	1 3¾	0 11¼	-----	1 4½	1 0¾	-----
Japan: Males.....	Yen.....	-----	-----	² 0. 20	-----	-----	² 0. 17	-----	-----	² 0. 20
Netherlands.....	Florin.....	¹ 0. 74	¹ 0. 56	-----	¹ 0. 67	¹ 0. 53	-----	¹ 0. 66	¹ 0. 52	-----
Poland.....	Zloty.....	³ 1. 33	1. 13	-----	² 1. 19	1. 03	-----	² 1. 16	. 97	-----
United States: Bitu- minous.	Dollar.....	⁴ . 67	⁴ . 55	⁴ . 66	⁴ . 41	⁴ . 40	⁴ . 41	⁴ . 79	⁴ . 66	⁴ . 77
Earnings per man-shift										
Belgium.....	Franc.....	¹ 57. 34	¹ 39. 67	51. 85	¹ 43. 06	¹ 31. 56	39. 41	¹ 45. 51	¹ 34. 17	41. 84
Canada.....	Dollar.....	-----	-----	⁴ 5. 49	-----	-----	⁴ 4. 41	-----	-----	-----
Czechoslovakia.....	Koruna.....	50. 56	39. 31	47. 94	51. 29	40. 24	48. 36	49. 62	39. 74	47. 05
France.....	Franc.....	42. 34	29. 76	38. 62	41. 65	31. 22	38. 20	47. 58	35. 98	43. 56
Germany:										
Ruhr.....	Mark.....	9. 72	7. 76	9. 36	² 7. 82	² 6. 43	² 7. 42	² 8. 03	² 6. 31	² 7. 54
Upper Silesia.....	do.....	7. 35	6. 14	7. 08	² 6. 11	² 5. 14	² 5. 85	² 6. 45	² 5. 17	² 6. 10
Great Britain.....	Shillings and pence.	10 0¾	7 4½	9 6	10 0½	7 3¼	9 4¼	10 11¾	8 0¼	10 3¾
Japan: Males.....	Yen.....	-----	-----	² 1. 90	-----	-----	² 1. 58	-----	-----	² 1. 88
Netherlands.....	Florin.....	¹ 6. 07	¹ 4. 47	5. 58	¹ 5. 36	¹ 4. 26	4. 99	¹ 5. 30	¹ 4. 14	4. 86
Poland.....	Zloty.....	10. 83	9. 06	10. 25	9. 77	8. 23	9. 22	9. 27	7. 72	8. 73
Union of South Africa:										
Non-Europeans.....	Shillings and pence.	-----	-----	2 0¼	-----	-----	1 11	-----	-----	1 11
Europeans.....	do.....	-----	-----	3 3¾	-----	-----	3 5¼	-----	-----	3 4½
United States: Bitu- minous.	Dollar.....	⁴ 5. 44	⁴ 4. 81	⁴ 5. 38	⁴ 3. 35	⁴ 3. 40	3. 35	⁴ 5. 60	-----	-----

¹ Includes estimate of nonmoney earnings.

² Calculated by International Labor Office on basis of statistics in national publications.

³ Obtained by dividing earnings per shift by weighted average of hours of work in Upper Silesia and Dombrowa.

⁴ Based on selected establishments.

⁵ Figures taken from national publications.

⁶ Averages cover workers in ancillary establishments (cockeries, briquet works, etc.). Figures taken from national publications.

These calculations were made chiefly from data furnished by the different Governments, but published reports were used in some instances, particularly those of Canada, Japan, the United States, and Germany. For this latter group the figures are not strictly comparable with those of other countries, as items other than cash payments are not taken into account fully in the averages.

In order to ascertain roughly what is the relative importance of the different elements making up earnings in coal mines the International Labor Office brought together information for seven countries showing the percentage distribution of earnings in net money wages and other returns for 1929, 1935, and 1936. The results are shown in table 2.

TABLE 2.—*Relative Importance of Different Elements of Total Earnings in Coal Mining in Selected Countries, 1929, 1935, and 1936*

Country or district	Year	Net money wages	Workers' social insurance contributions	Allowances in cash	Free and cheap coal	Housing and other allowances in kind	Payments for holidays	Total
Belgium.....	1929	92.0	2.1	2.0	3.9	-----	-----	100
	1935	90.1	3.4	2.5	4.0	-----	-----	100
	1936	88.5	3.5	2.5	3.7	-----	1.8	100
Czechoslovakia.....	1929	81.3	6.1	2.8	6.4	1.1	2.3	100
	1935	74.8	8.4	2.8	9.3	1.1	3.6	100
	1936	75.8	8.4	2.5	8.9	1.0	3.4	100
France.....	1929	80.3	5.1	3.2	2.1	9.3	-----	100
	1935	75.7	5.9	3.9	2.6	11.9	-----	100
	1936	73.5	6.0	3.6	2.6	10.8	3.5	100
Germany:								
Ruhr.....	1929	79.5	13.2	2.9	1.5	-----	2.9	100
	1935	¹ 80.9	¹ 13.9	(²)	(²)	⁴ 5.2	(³)	100
	1936	¹ 81.2	¹ 13.9	(²)	(²)	⁴ 4.9	(³)	100
Upper Silesia.....	1929	78.8	13.9	2.7	2.6	-----	2.0	100
	1935	¹ 78.4	¹ 14.8	(²)	(²)	⁴ 6.8	(³)	100
	1936	¹ 78.8	¹ 14.6	(²)	(²)	⁴ 6.6	(³)	100
Great Britain.....	1929	93.4	2.6	-----	2.5	1.5	-----	100
	1935	93.0	3.1	-----	2.4	1.5	-----	100
	1936	93.4	2.9	-----	2.3	1.4	-----	100
Netherlands.....	1929	84.6	6.7	4.2	.7	1.7	2.1	100
	1935	81.1	8.2	5.8	.5	1.1	3.3	100
	1936	82.7	7.3	5.4	.5	1.0	3.1	100
Poland.....	1929	74.9	7.7	5.3	3.9	5.7	2.5	100
	1935	68.8	12.0	6.7	5.2	3.2	4.1	100
	1936	69.7	11.6	6.6	4.8	3.2	4.1	100

¹ Basic statistics, include ancillary establishments (cokeries, briquet works, etc.).² Included in net money wages.³ Included in housing and other money allowances in kind.⁴ Includes free and cheap coal and payments for holidays.⁵ Includes free and cheap coal and payments for holidays. Basic statistics include ancillary establishments (cokeries, briquet works, etc.).

In presenting this material the International Labor Office emphasizes that the percentages show only the importance of these elements in total earnings, and it does not follow that a higher percentage in one country than in another means that the amounts paid are absolutely higher in the first country than in the second.



WAGE SUPPLEMENTS FOR DANISH SAILORS IN AMERICAN WATERS

THE Danish Unions of Sailors and Firemen have concluded an agreement with the Shipowners' Union which provides supplements amounting to 40 kroner ¹ per month to the wages of able seamen, firemen, and higher ratings, and 25 kroner per month to lower ratings, on vessels trading in American waters. The conditions of the agreement are reported ² to be as follows:

The agreement applies to vessels operating not less than 2 months between ports situated between 50° and 180° western longitude and the equator and 60° northern latitude.

¹ Average exchange rate of krone in March 1938=22.3 cents.² Joint Press Report of the International Transport Workers Federation, Amsterdam, April 25, 1938, p. 64.

The supplement is payable from April 1, 1938, but the agreement may be canceled at any time, provided 1 month's notice of termination is given. In the case of vessels trading from United States ports to ports in South America, China, Japan, and the Philippine Islands, and vice versa, time spent within the zone specified above is reckoned as one period, provided the vessel has not been engaged in another trade in the meantime.

It was further agreed that the seamen who broke their agreements by demanding higher wages³ will not be prosecuted and will be removed from the shipowners' blacklist.



SHIPBUILDING WAGES IN FRANCE, 1938

THE strong upward trend in wages in France from June 1936, when the first Popular Front Government instituted its major social reforms (including the 40-hour week, paid vacations, and collective agreements), has been continued through the collective agreements concluded in the first months of 1938.⁴ However, the rapidly advancing cost of living resulting from successive devaluations of the currency, the increased wages, and other economic developments have tended largely to offset the increases in wage rates, so that it is debatable whether there has been an appreciable advance in real wages. In this connection it is of interest to note that the conciliation and arbitration law of March 1938 introduces the sliding wage scale in collective agreements, providing for a revision of wages every 6 months when the cost of living varies by as much as 5 percent, and at more frequent intervals if it varies 10 percent.

A collective agreement of June 26, 1936, covering shipbuilding wages at Havre, has been subject to various modifications. The establishment of the 40-hour week in 1936 resulted in a 20-percent increase in the hourly rates; a 12-percent increase was granted in February, and temporary increases in October and November, 1937. On December 6, 1937, the hourly wages of foremen were increased 0.40 franc per hour, and other workers received hourly increases ranging from 0.20 to 0.35 franc. These increases are included in the following rates paid in one shipbuilding yard in Havre in February 1938. The wages shown are for an 8-hour day and overtime rates amount to an increase of 35 percent for the ninth hour, 50 percent for the tenth hour, and 100 percent for night work and for Sundays and holidays.

³ This refers to actions instigated by the Scandinavian Seamen's Clubs in the United States.

⁴ Report from Benjamin M. Hulley, American consul, Paris, and Samuel H. Wiley, American consul, Havre, dated Apr. 23, 1938.

Hourly Wages Paid in a Shipbuilding Yard in Havre, France, in February 1938

[Exchange rate of franc in February 1938=3.28 cents]

Occupation	Hourly wages	Occupation	Hourly wages
	<i>Francs</i>		<i>Francs</i>
Draftsmen.....	¹ 2, 160-2, 215	Boilermakers.....	7.05-8.85
Blacksmiths.....	7.05-8.85	Pipe fitters.....	7.05
Blacksmith's helpers.....	6.65	Carpenters, first class.....	8.55
Coppersmiths.....	7.05-9.50	Electricians.....	7.05-8.75
Molders.....	7.05-9.50	Assemblers.....	7.05-8.75
Blacksmiths, angle-iron.....	7.05-9.50	Electricians' helpers.....	6.65
Hull scrapers.....	6.65	Ordinary laborers.....	6.05

¹ Per month.

The collective agreement of August 6, 1936, at St. Nazaire was amended several times between that date and January 1938. The family allowances were increased three times; a service award of January 11, 1938, fixed the daily family allowances at 2.16 francs for the first child, 2.64 francs for the second, 3.84 francs for the third, 4.80 francs for the fourth, and 5.76 francs for each additional child. The cost-of-living allowances were raised twice; an arbitral award of December 11, 1937, established a bonus of 1.30 francs per hour for workmen over 18 years of age, 0.80 franc for woman workers, 0.70 franc for young workmen, and 0.20 franc for apprentices. Other amendments to the agreement increased the allowances for daily traveling expenses and the rates for men working on auxiliary hull machinery and for the night watch.



WAGE INCREASES FOR COAL MINERS IN THE SOVIET UNION

FOR THE purpose of combating high labor turn-over in the coal-mining industry and encouraging workers to work continuously in one mine, the Soviet Government issued an order on November 5, 1937,¹ providing that the Government coal-mining authorities may conclude written labor agreements with individual workers engaged in underground work. The order provides, also, for workers who have signed a contract to work in the same mine for 5 years, the following increases in their basic wage: At the end of 1 year from the date of the agreement, 10 percent; at the end of 2 years, 15 percent; and at the end of 3 years, 20 percent.

¹ Report of Loy W. Henderson, secretary of the American Embassy, Moscow, Apr. 18, 1938.

Employment Offices

OPERATIONS OF UNITED STATES EMPLOYMENT SERVICE, MAY 1938

NO IMPROVEMENT in the unemployment situation is indicated by the reports of activities of the United States Employment Service for May. Continuing the rise begun in November 1937 the file of active applicants to the public employment offices at the end of May reached 7,520,459, the highest point in 2 years and a rise of 3.7 percent above the April figure. For the fifth successive month, more than a million applications were received.

The introduction of unemployment-compensation payments in 22 States in January brought a sudden increase in the volume of applications and swelled the active file. Part of the increase from December through February was traceable to this influence, which simply brought a larger fraction of the unemployed workers into the active file; on the other hand, part of the increase was directly a reflection of the rise of recession unemployment. It was to be expected that after the initial registration of claimants in the 22 States (and in 2 more which began payments in April) the volume of current applications and the size of the active file would diminish. However, the situation in May was just the reverse of this. Current applications, though slightly less than in the early months of the year, were 4.3 percent greater per working day than in April. The rise was particularly marked among woman applicants. Because of this large volume of applications, the active file continued to rise, though at a diminished rate, in spite of an intensive review which retired to inactive status 39.3 percent more lapsed applications per day than in April.

Although business and employment remained at a low level during May, the number of placements made by public employment offices was 238,654, a rise of 12.2 percent above the daily volume in April and the highest since October. In part, this rise was seasonal, since placements have reached a spring peak every May. The May 1938 total, however, was 37.2 percent below the figure for May 1937. Placements in private employment numbered 159,234, the highest in 6 months and 5.7 percent above April, although a third less than the all-time peak of May 1937. The increase over April was largely a

reflection of the expansion of the employer-visiting program, which resulted in 11.5 percent more field visits in May than in April (table 1).

The increase in the volume of placements was less for regular jobs (those offered for 1 month or more) than for temporary positions, and less among women than among men. The pick-up in placements of men, however, was largely in temporary employment.

The seasonal rise in public construction raised placements in public employment 27.5 percent above April. Assignments of workers to relief jobs at security wages, though still a small fraction of all placements, were 32.5 percent greater in May than in April.

TABLE 1.—*Summary of Operations of United States Employment Service, May 1938*

Activity	Number	Percent of change from—		
		April 1938 ¹	May 1937	May 1936
Total applications.....	1,191,126	+4.3	+105.7	+82.6
New applications.....	676,556	+3.6	+148.7	+128.7
Renewals.....	514,570	+5.2	+67.7	+44.4
Total placements.....	238,654	+12.2	-37.2	-49.1
Private.....	159,234	+5.7	-33.9	+19.0
Public.....	72,620	+27.5	-45.8	-70.2
Relief.....	6,800	+32.5	+31.0	-92.5
Active file (month end).....	7,520,459	+3.7	+41.6	-14.7

¹ Adjusted for number of working days in months.

The active file at the end of May included 450,865 war veterans, almost equal to the April figure (table 2). Applications from veterans during the month were 19.5 percent fewer than in the month before. Placements of veterans rose by 12.2 percent, but most of the increase was in public employment. Private placements of veterans increased only 1.7 percent.

TABLE 2.—*Summary of Veterans' Activities, May 1938*

Activity	Number	Percent of change from—		
		April 1938 ¹	May 1937	May 1936
Total applications.....	47,960	-19.5	+66.4	+38.6
New applications.....	23,211	-18.3	+144.6	+155.4
Renewals.....	24,749	-20.5	+28.0	-3.0
Total placements.....	13,901	+12.2	-42.3	-59.6
Private.....	7,139	+1.7	-44.2	+3.1
Public.....	5,998	+24.2	-44.9	-72.9
Relief.....	764	+42.0	+75.2	-85.6
Active file (month end).....	450,865	-1.1	+52.7	-10.3

¹ Adjusted for number of working days in months.

TABLE 3.—Operations of United States Employment Service, May 1938

Division and State	TOTAL									
	Placements					Applications				
	Total ¹	Private			Public	Field visits	Total	New		Active file, May 31, 1938
		Number	Percent of change from April ²	Regular (over 1 month)				Number	Percent of change from April ²	
United States ³	238, 654	159, 234	+6	64, 908	72, 620	123, 823	1, 191, 126	676, 556	+4	7, 520, 459
New England.....	9, 587	6, 596	+8	3, 445	2, 860	5, 306	86, 000	56, 392	+8	754, 547
Maine.....	1, 383	576	-49	431	807	1, 564	10, 371	4, 519	-23	52, 001
New Hampshire.....	1, 764	1, 416	+124	391	348	627	7, 858	3, 732	+24	44, 816
Vermont.....	1, 149	617	+23	306	532	327	3, 468	1, 800	+25	20, 434
Massachusetts.....	1, 981	1, 466	+11	900	515	818	28, 446	21, 578	-3	382, 479
Rhode Island.....	617	504	-6	290	55	578	15, 091	11, 738	+273	70, 943
Connecticut.....	2, 693	2, 017	+1	1, 127	603	1, 392	20, 766	13, 025	-21	183, 874
Middle Atlantic.....	29, 808	22, 221	+7	10, 309	5, 974	13, 583	318, 365	196, 384	+10	2, 037, 925
New York.....	15, 429	12, 620	+7	5, 168	2, 003	5, 520	189, 045	114, 733	+11	629, 608
New Jersey.....	3, 351	2, 979	+13	1, 339	324	2, 508	29, 618	16, 580	+12	237, 748
Pennsylvania.....	11, 028	6, 622	+5	3, 802	3, 647	5, 465	99, 702	65, 071	+7	1, 170, 509
East N. Central.....	38, 177	28, 276	-3	12, 279	6, 541	18, 513	251, 261	131, 262	+4	1, 375, 229
Ohio.....	9, 653	6, 826	-3	2, 639	2, 570	3, 939	53, 822	27, 603	-8	421, 710
Indiana.....	4, 462	3, 927	-5	2, 330	533	3, 417	43, 264	30, 693	-8	167, 124
Illinois.....	12, 324	10, 776	-9	3, 968	1, 216	5, 880	49, 155	20, 252	+18	331, 052
Michigan.....	6, 172	2, 614	+20	1, 234	1, 110	3, 209	65, 868	39, 407	+21	323, 732
Wisconsin.....	5, 566	4, 133	+9	2, 108	1, 112	2, 068	39, 152	13, 307	-1	131, 611
West N. Central.....	24, 106	13, 475	-2	5, 878	10, 198	13, 376	88, 003	40, 222	+13	658, 974
Minnesota.....	4, 648	3, 589	+7	1, 816	941	3, 055	17, 191	10, 033	-5	196, 676
Iowa.....	6, 119	3, 291	-11	1, 195	2, 645	3, 551	17, 951	8, 466	+58	81, 917
Missouri.....	3, 795	2, 678	-9	1, 243	1, 114	2, 493	23, 199	11, 645	+10	194, 695
North Dakota.....	2, 224	1, 276	-2	559	944	749	4, 504	1, 490	-1	30, 439
South Dakota.....	1, 581	569	-17	226	994	675	6, 135	1, 703	+31	41, 070
Nebraska.....	3, 111	1, 174	+10	560	1, 924	1, 980	8, 612	3, 409	+14	53, 132
Kansas.....	2, 628	898	+26	279	1, 636	873	10, 411	3, 476	+3	61, 045
South Atlantic.....	33, 507	17, 304	+23	8, 641	15, 835	13, 036	139, 468	85, 270	-4	940, 720
Delaware.....	1, 205	888	+19	344	310	537	3, 249	1, 181	+22	13, 120
Maryland.....	2, 984	1, 847	+29	1, 018	1, 137	1, 970	14, 095	10, 366	-21	123, 996
District of Col.....	2, 651	2, 372	+12	891	279	362	8, 490	4, 155	+8	42, 882
Virginia.....	6, 370	3, 782	+51	2, 614	2, 487	2, 025	20, 471	12, 470	-8	97, 347
West Virginia.....	2, 568	1, 152	+16	661	1, 402	955	25, 488	19, 309	-17	210, 690
North Carolina.....	7, 192	4, 644	+17	2, 006	2, 543	1, 800	25, 457	16, 549	+12	160, 079
South Carolina.....	2, 756	559	+18	324	2, 182	1, 585	10, 780	6, 451	-3	77, 364
Georgia.....	6, 551	2, 060	+9	783	4, 482	3, 608	24, 219	9, 836	+11	132, 424
Florida.....	1, 230	0	-----	0	1, 013	194	7, 219	4, 953	+25	82, 818
East S. Central.....	14, 517	7, 403	+10	3, 398	6, 974	4, 889	73, 171	42, 055	+3	488, 682
Kentucky.....	2, 741	1, 198	+21	293	1, 486	585	19, 000	8, 515	-11	120, 542
Tennessee.....	3, 676	2, 178	+15	1, 169	1, 498	1, 889	12, 748	8, 452	+12	149, 734
Alabama.....	3, 927	2, 854	-9	1, 124	1, 003	1, 084	23, 906	14, 448	+19	161, 138
Mississippi.....	4, 173	1, 173	+70	812	2, 987	1, 331	17, 517	10, 640	-7	57, 268
West S. Central.....	47, 233	39, 280	+14	8, 136	7, 879	30, 893	97, 151	54, 866	-2	449, 746
Arkansas.....	4, 776	4, 227	+78	315	543	807	7, 233	4, 731	+6	67, 896
Louisiana.....	3, 653	2, 750	+12	1, 640	901	2, 482	21, 481	14, 480	+16	106, 748
Oklahoma.....	6, 362	5, 165	+38	468	1, 196	1, 329	8, 896	4, 417	-6	38, 557
Texas.....	32, 442	27, 138	+4	5, 713	5, 239	26, 275	59, 541	31, 238	-8	236, 545
Mountain.....	14, 024	7, 913	+28	4, 511	6, 066	6, 817	40, 252	15, 937	+5	216, 357
Montana.....	2, 097	739	+55	493	1, 353	1, 041	5, 028	1, 511	-1	36, 105
Idaho.....	2, 035	1, 394	+45	629	641	1, 245	6, 561	2, 152	-3	12, 392
Wyoming.....	1, 326	451	+22	262	874	336	2, 923	1, 074	+19	8, 737
Colorado.....	3, 831	2, 594	+50	1, 534	1, 229	1, 226	11, 920	4, 366	+11	63, 695
New Mexico.....	1, 206	821	-4	559	383	1, 212	3, 027	1, 643	-19	29, 546
Arizona.....	1, 521	806	0	428	688	776	4, 242	2, 337	+4	26, 383
Utah.....	979	567	+38	261	412	345	4, 720	2, 198	+25	35, 504
Nevada.....	1, 029	541	-9	345	486	636	1, 831	656	+5	3, 995
Pacific.....	26, 842	16, 671	-13	8, 269	10, 103	17, 164	96, 461	53, 242	-8	593, 911
Washington.....	1, 681	1, 122	+6	521	550	1, 301	11, 627	5, 789	+3	117, 293
Oregon.....	3, 037	1, 973	-35	1, 222	1, 049	2, 251	12, 621	7, 508	-18	97, 102
California.....	22, 124	13, 576	-10	6, 526	8, 504	13, 612	72, 213	39, 945	-7	379, 516
Hawaii.....	853	95	+12	42	190	246	994	926	-29	4, 368
										Personal visits
										2, 937

¹ Includes 6,800 security-wage placements on work-relief projects.² Adjusted for number of working days in months.³ Does not include Alaska.

TABLE 3.—Operations of United States Employment Service, May 1938—Continued

MEN

Division and State	Placements					Applications			
	Total ¹	Private			Public	Total	New		Active file May 31, 1938
		Num-ber	Per-cent of change from April ²	Regular (over 1 month)			Num-ber	Per-cent of change from April ²	
United States ³	169,039	90,609	+7	30,470	71,942	891,900	484,681	+0	5,963,440
New England.....	6,381	3,426	+27	1,465	2,847	55,699	33,308	-1	542,947
Maine.....	1,103	297	-41	200	806	7,445	2,659	-27	39,619
New Hampshire.....	1,406	1,058	+186	154	348	5,240	2,235	+11	32,758
Vermont.....	839	307	+20	140	532	2,690	1,418	+52	16,037
Massachusetts.....	1,133	621	+13	338	512	18,507	13,397	-12	277,517
Rhode Island.....	286	200	+23	112	51	8,233	5,707	+256	46,510
Connecticut.....	1,614	943	+10	521	598	13,584	7,892	-23	130,506
Middle Atlantic.....	18,002	10,595	+18	4,889	5,850	226,715	132,926	+5	1,586,030
New York.....	9,181	6,438	+24	2,550	1,945	130,020	73,958	+4	461,599
New Jersey.....	1,212	847	+18	436	322	20,435	11,884	+2	194,267
Pennsylvania.....	7,609	3,310	+9	1,903	3,583	76,260	47,084	+5	930,164
East North Central.....	22,752	13,073	-1	4,598	6,439	198,642	102,954	+2	1,158,287
Ohio.....	5,870	3,088	+2	1,012	2,538	42,557	21,577	-8	357,994
Indiana.....	2,070	1,541	-6	655	527	32,759	23,719	-9	138,091
Illinois.....	6,641	5,158	-12	1,596	1,205	36,072	13,885	+20	266,023
Michigan.....	4,898	1,375	+53	488	1,096	57,557	34,111	+17	290,504
Wisconsin.....	3,273	1,911	+9	847	1,073	29,697	9,662	-8	105,675
West North Central.....	17,578	7,116	-6	2,547	10,064	66,986	29,178	+10	537,146
Minnesota.....	2,684	1,653	+4	780	919	12,431	7,157	-7	157,100
Iowa.....	4,525	1,778	-16	482	2,581	14,162	6,447	+60	67,904
Missouri.....	2,525	1,412	-16	514	1,110	17,249	8,481	+7	159,086
North Dakota.....	1,701	760	-2	295	938	3,499	1,027	-11	24,809
South Dakota.....	1,361	365	-22	127	986	4,737	1,171	+19	34,345
Nebraska.....	2,565	654	+15	262	1,900	6,872	2,431	+6	43,931
Kansas.....	2,217	494	+25	87	1,630	8,036	2,464	-3	49,971
South Atlantic.....	24,530	8,455	+10	3,703	15,750	106,247	63,621	-6	724,447
Delaware.....	653	336	+11	139	310	2,264	749	+15	9,987
Maryland.....	2,223	1,098	+35	592	1,125	10,165	7,152	-25	96,654
District of Columbia.....	1,208	945	+19	281	263	5,291	2,552	+6	29,296
Virginia.....	4,032	1,456	-7	977	2,480	15,224	9,024	-5	72,846
West Virginia.....	1,892	493	+25	272	1,390	22,145	16,805	-18	185,766
North Carolina.....	4,935	2,412	+10	931	2,519	17,554	10,849	+14	107,325
South Carolina.....	2,531	342	+15	140	2,175	8,921	5,189	-5	60,007
Georgia.....	5,856	1,373	+5	371	4,475	18,940	7,545	+7	101,098
Florida.....	1,200	0	.....	0	1,013	5,743	3,756	+30	61,468
East South Central.....	11,384	4,346	+14	1,603	6,914	58,680	32,518	+2	392,126
Kentucky.....	2,218	704	+50	95	1,460	15,388	6,615	-14	97,810
Tennessee.....	2,482	986	+9	392	1,496	9,408	6,352	+9	117,968
Alabama.....	2,948	1,903	-6	649	978	19,472	11,508	+21	129,168
Mississippi.....	3,736	753	+85	467	2,980	14,412	8,043	-11	47,180
West South Central.....	35,545	27,065	+15	3,708	7,810	73,502	40,065	-7	366,525
Arkansas.....	3,401	2,863	+102	63	533	5,421	3,385	+1	56,053
Louisiana.....	2,449	1,551	+31	858	896	16,686	11,030	+10	89,372
Oklahoma.....	4,454	3,276	+39	92	1,178	6,997	3,334	-9	32,492
Texas.....	25,241	19,975	+4	2,695	5,203	44,398	22,316	-14	188,608
Mountain.....	11,524	5,451	+45	3,071	6,035	33,057	12,305	+3	183,959
Montana.....	1,925	574	+66	389	1,347	4,457	1,193	-1	30,995
Idaho.....	1,613	975	+82	361	638	5,544	1,758	-9	11,285
Wyoming.....	1,163	289	+20	167	873	2,542	886	+20	7,502
Colorado.....	2,980	1,747	+84	1,027	1,228	9,090	3,078	+8	51,996
New Mexico.....	965	591	+0	379	373	2,390	1,154	-28	24,955
Arizona.....	1,125	415	+1	265	683	3,521	1,915	+5	23,307
Utah.....	849	440	+80	206	409	3,931	1,794	+42	30,410
Nevada.....	904	420	-6	277	484	1,582	527	+7	3,509
Pacific.....	20,518	10,404	-17	4,857	10,047	71,480	36,971	-7	468,004
Washington.....	1,294	741	+17	301	545	9,287	4,391	+5	102,547
Oregon.....	2,608	1,549	-38	947	1,044	10,066	5,725	-17	79,959
California.....	16,616	8,114	-14	3,609	8,458	52,127	26,855	-7	285,498
Hawaii.....	825	78	+4	29	186	892	835	-33	3,969

¹ Includes 6,488 security-wage placements on work-relief projects.² Adjusted for number of working days in months.³ Does not include Alaska.

TABLE 3.—Operations of United States Employment Service, May 1938—Continued

WOMEN

Division and State	Placements				Applications			Active file, May 31, 1938
	Total ¹	Private			Total	New		
		Num-ber	Percent of change from April ²	Regular (over 1 month)		Num-ber	Percent of change from April ²	
United States ³	69,615	68,625	+4	34,438	299,226	191,875	+14	1,557,019
New England.....	3,206	3,170	-7	1,980	30,301	23,084	+25	211,600
Maine.....	280	279	-56	231	2,926	1,860	-17	12,382
New Hampshire.....	358	358	+37	237	2,618	1,497	+52	12,058
Vermont.....	310	310	+26	166	778	382	-25	4,397
Massachusetts.....	848	845	+9	562	9,939	8,181	+18	104,962
Rhode Island.....	331	304	-19	178	6,858	6,031	+290	24,433
Connecticut.....	1,079	1,074	-5	606	7,182	5,133	-18	53,368
Middle Atlantic.....	11,806	11,626	-2	5,420	91,650	63,458	+22	451,895
New York.....	6,248	6,182	-7	2,618	59,025	40,775	+26	168,069
New Jersey.....	2,139	2,132	+11	903	9,183	4,696	+48	43,481
Pennsylvania.....	3,419	3,312	+1	1,899	23,442	17,987	+10	240,345
East North Central.....	15,425	15,203	-4	7,681	52,619	28,308	+11	216,942
Ohio.....	3,783	3,738	-6	1,627	11,265	6,026	-7	63,716
Indiana.....	2,392	2,386	-4	1,675	10,505	6,974	-1	29,033
Illinois.....	5,683	5,618	-6	2,372	13,083	6,367	+15	65,029
Michigan.....	1,274	1,239	-3	746	8,311	5,296	+55	33,228
Wisconsin.....	2,293	2,222	+8	1,261	9,455	3,645	+20	25,936
West North Central.....	6,528	6,359	+3	3,331	21,017	11,044	+22	121,828
Minnesota.....	1,964	1,936	+10	1,036	4,760	2,876	+1	39,576
Iowa.....	1,594	1,513	+6	713	3,789	2,019	+53	14,013
Missouri.....	1,270	1,266	-1	729	5,950	3,164	+19	35,609
North Dakota.....	523	516	-1	264	1,005	463	+34	5,630
South Dakota.....	220	204	-7	99	1,398	532	+71	6,725
Nebraska.....	546	520	+5	298	1,740	978	+39	9,201
Kansas.....	411	404	+28	192	2,375	1,012	+20	11,074
South Atlantic.....	8,977	8,849	+37	4,938	33,221	21,649	+1	216,273
Delaware.....	552	552	+24	205	985	432	+34	3,133
Maryland.....	761	749	+21	426	3,930	3,214	-9	27,342
District of Columbia.....	1,443	1,427	+7	610	3,199	1,603	+12	13,586
Virginia.....	2,338	2,326	+146	1,637	5,247	3,446	-15	24,501
West Virginia.....	676	659	+9	389	3,343	2,504	-7	24,924
North Carolina.....	2,257	2,232	+27	1,075	7,903	5,700	+7	52,754
South Carolina.....	225	217	+23	184	1,859	1,262	+6	17,357
Georgia.....	695	687	+18	412	5,279	2,291	+28	31,326
Florida.....	30	0	.....	0	1,476	1,197	+12	21,350
East South Central.....	3,133	3,557	+5	1,795	14,491	9,537	+11	96,556
Kentucky.....	523	494	-5	198	3,612	1,900	+6	22,732
Tennessee.....	1,194	1,192	+20	777	3,340	2,100	+20	31,766
Alabama.....	979	951	-15	475	4,434	2,940	+11	31,970
Mississippi.....	437	420	+47	345	3,105	2,597	+7	10,088
West South Central.....	11,688	11,615	+10	4,428	23,649	14,801	+15	83,221
Arkansas.....	1,375	1,364	+43	252	1,812	1,346	+22	11,843
Louisiana.....	1,204	1,199	-7	782	4,795	3,450	+35	17,376
Oklahoma.....	1,908	1,889	+37	376	1,899	1,083	+6	6,065
Texas.....	7,201	7,163	+4	3,018	15,143	8,922	+9	47,937
Mountain.....	2,500	2,462	+1	1,440	7,195	3,632	+9	32,398
Montana.....	172	165	+27	104	571	318	-1	5,110
Idaho.....	422	419	-1	268	1,017	394	+40	1,107
Wyoming.....	163	162	+24	95	381	188	+14	1,235
Colorado.....	851	847	+9	507	2,830	1,288	+19	11,699
New Mexico.....	241	230	-12	180	637	489	+13	4,591
Arizona.....	396	391	-1	163	721	422	-2	3,076
Utah.....	130	127	-23	55	789	404	-18	5,094
Nevada.....	125	121	-17	68	249	129	-4	486
Pacific.....	6,324	6,267	-6	3,412	24,981	16,271	-9	125,907
Washington.....	387	381	-11	220	2,340	1,398	-4	14,746
Oregon.....	429	424	-25	275	2,555	1,783	-20	17,143
California.....	5,508	5,462	-3	2,917	20,086	12,090	-7	94,018
Hawaii.....	28	17	+70	13	102	91	+82	399

¹ Includes 678 public placements and 312 security-wage placements on work-relief projects.² Adjusted for number of working days in months.³ Does not include Alaska.

TABLE 4.—Operations of United States Employment Service, May 1938

VETERANS

Division and State	Placements					Applications			Active file, May 31, 1938
	Total ¹	Private			Public	Total	New		
		Num-ber	Percent of change from April ²	Regu-lar (over 1 month)			Num-ber	Percent of change from April ²	
United States ¹	13, 901	7, 139	+2	1, 967	5, 998	47, 960	23, 211	-18	450, 865
New England.....	559	265	+31	91	221	3, 098	1, 829	-10	43, 956
Maine.....	84	17	+6	12	67	298	121	-38	4, 226
New Hampshire.....	84	68	+172	10	16	300	142	-2	2, 564
Vermont.....	50	24	+33	6	26	140	77	+88	980
Massachusetts.....	81	43	+23	20	38	1, 300	847	-12	24, 583
Rhode Island.....	29	27	+108	9	2	408	274	+171	3, 228
Connecticut.....	231	86	-10	34	72	652	368	-37	8, 375
Middle Atlantic.....	1, 189	632	+10	252	382	8, 172	4, 360	-12	89, 228
New York.....	550	357	+6	107	123	3, 276	1, 700	-14	22, 508
New Jersey.....	106	59	-9	28	25	781	364	-46	13, 355
Pennsylvania.....	533	216	+25	117	234	4, 115	2, 296	-1	53, 365
East North Central.....	2, 069	1, 158	-3	350	597	12, 344	5, 847	-13	101, 846
Ohio.....	534	269	-20	60	244	2, 676	1, 180	-15	30, 040
Indiana.....	154	120	+5	62	34	1, 927	1, 384	-13	13, 742
Illinois.....	636	490	-10	119	121	2, 199	797	-8	24, 976
Michigan.....	430	139	+78	49	64	3, 425	1, 785	-15	24, 253
Wisconsin.....	315	140	+12	60	134	2, 117	701	-14	8, 835
West North Central.....	1, 674	764	-11	180	850	4, 152	1, 793	-16	50, 740
Minnesota.....	222	115	-24	41	98	856	504	-6	13, 916
Iowa.....	610	314	-16	49	263	926	389	+22	6, 709
Missouri.....	205	123	+5	36	81	1, 123	516	-24	16, 150
North Dakota.....	128	52	+16	15	75	128	37	-51	1, 787
South Dakota.....	107	45	-27	14	61	224	49	-30	2, 756
Nebraska.....	182	58	-11	15	122	413	149	-19	3, 865
Kansas.....	220	57	+14	10	150	482	149	-46	5, 557
South Atlantic.....	1, 660	647	+0	246	960	5, 281	2, 796	-24	46, 718
Delaware.....	52	25	-14	7	24	126	38	0	885
Maryland.....	188	106	-2	55	82	535	313	-36	6, 783
District of Columbia.....	171	121	+1	17	50	555	270	+11	3, 563
Virginia.....	292	111	-15	65	142	701	332	-27	4, 750
West Virginia.....	186	39	+56	17	147	1, 126	778	-20	9, 701
North Carolina.....	219	108	+4	43	111	659	356	+3	4, 918
South Carolina.....	135	20	0	7	115	372	203	-39	3, 455
Georgia.....	321	117	+7	35	202	796	268	-13	6, 724
Florida.....	96	0		0	87	411	238	-53	5, 939
East South Central.....	704	275	+19	83	415	2, 757	1, 337	-23	28, 239
Kentucky.....	260	80	+74	8	175	813	237	-42	8, 764
Tennessee.....	166	79	+58	18	87	526	316	-29	8, 288
Alabama.....	152	76	-32	34	67	927	496	+8	8, 453
Mississippi.....	126	40	+67	23	86	491	288	-32	2, 734
West South Central.....	2, 567	1, 887	+22	247	660	3, 969	1, 824	-31	28, 779
Arkansas.....	289	259	+140	6	30	245	153	-33	4, 391
Louisiana.....	181	126	+47	55	55	892	400	-23	6, 553
Oklahoma.....	396	282	-4	4	114	437	218	-38	5, 047
Texas.....	1, 701	1, 220	+15	182	461	2, 395	1, 053	-31	12, 788
Mountain.....	1, 044	400	+10	162	634	2, 104	722	-23	15, 718
Montana.....	224	44	+19	32	179	378	105	-40	2, 739
Idaho.....	190	97	+17	26	93	330	92	-32	1, 140
Wyoming.....	131	14	-18	8	117	191	64	+14	601
Colorado.....	186	104	+35	39	82	504	177	-13	4, 468
New Mexico.....	63	42	0	26	21	152	69	-51	2, 036
Arizona.....	87	26	-19	11	52	208	110	-20	2, 128
Utah.....	92	40	+38	4	52	213	70	0	2, 296
Nevada.....	71	33	-31	16	38	128	35	+40	310
Pacific.....	2, 386	1, 109	-20	355	1, 275	6, 033	2, 658	-23	45, 332
Washington.....	175	107	+23	17	68	738	278	-23	9, 567
Oregon.....	267	122	-42	68	145	862	294	-45	6, 704
California.....	1, 944	880	-19	270	1, 062	4, 433	2, 086	-18	29, 061
Hawaii.....	49	2	-60	1	4	50	45	-36	309

¹ Includes 764 security-wage placements on work-relief projects.² Adjusted for number of working days in months.

Does not include Alaska.

CAN EMPLOYMENT SERVICE REPORTS BE USED TO MEASURE UNEMPLOYMENT?—PART 2¹

By E. D. HOLLANDER and E. D. VINOGRADOFF, of the U. S. Employment Service

The Active File as an Indicator of Changes in Unemployment

THE active file of applicants seeking work through the offices of the United States Employment Service has, since 1934, contained every month from 4 million to more than 9 million job seekers, almost all of them unemployed. In spite of these large numbers, however, the active-file data will serve as a guide to the amount and character of unemployment only to the extent that the applicants are typical of the unemployed population and change with it, both in number and in composition.

In their characteristics—notably age, race, industrial, and occupational attachments—the applicants in the active file in November 1937 were very similar to the respondents to the Unemployment Census taken in the same month. In fact, had there been no Unemployment Census, the composition of the active file would have given essentially the same description of the unemployed population, defined in broad categories and on a Nation-wide scale, as did the Census.² But the active file, whatever its merits as a guide to the characteristics of the unemployed, has at all times contained only a fraction of the total number unemployed. In November 1937, for instance, this fraction was 53 percent of the number of respondents to the Unemployment Census, and only 38 percent of the number indicated by the sample enumerative check conducted by the Unemployment Census authorities. However, if this fraction were to remain relatively constant over a period of time, that is, if the active file should rise and fall about in concert with the volume of unemployment, then the file might well serve as an indicator of changes in the number of the unemployed, as well as in their characteristics.

On the whole, this is what has happened during the past 4 years. Since 1934, the outstanding characteristic of the behavior of the active file has been the faithfulness with which it paralleled the general movement of standard indexes of unemployment, employment, and industrial production.³ However, the similarity has not been uninterrupted. Since 1933, the Employment Service has served as the registration and placement agency, first for the Civil Works Administration, then for the Works Progress Administration. More recently, the Service has assumed the task of registering, as applicants for work, all claimants for unemployment compensation. All three of these activities brought waves of registrants into the employment offices,

¹ Part 1, which appeared in the June issue (p. 1456), described the similarity between applicants to the Employment Service and respondents to the Unemployment Census.

² For a detailed comparison, see Monthly Labor Review, June 1938: pp. 1458-1463.

³ See U. S. Employment Service, Survey of Employment Service Information, February 1938, pp. 27-31.

thus rapidly increasing the active file without any corresponding increase in unemployment; but in each case the result was an increase in the Employment Service coverage of the unemployed population and an improvement in the reliability of the active file data as a measure of unemployment.

In addition to these rather violent fluctuations in coverage, the active file has been subject to sharp, short-time variations, which are known to have no direct relation to changes in employment. Most of these variations are caused by periodic intensive surveys of applications, for the purpose of canceling those that have lapsed into inactive status. Because these fluctuations are clearly due to Employment Service procedures, the cancelation peaks were smoothed and the file adjusted accordingly. Since the rise in the active file in 1935 was caused by the registration of relief eligibles preliminary to W. P. A. assignments (unemployment was, in general, declining at the time), the file was also adjusted for this increased coverage.⁴ The result—a "corrected" file—merely minimizes the extraneous influences as far as possible.

When this corrected file is compared to the index of industrial production of the Board of Governors of the Federal Reserve System (chart 1), the general similarity is at once apparent. The production index was plotted inversely since, in general, the file declined as production rose and increased as production fell. Furthermore, because it has been observed that the file does not respond immediately to changes in production, a lag of 2 months was introduced (i. e., the index for September was plotted against the active file for November). Despite the applications in the file of agricultural and other workers whose employment is not directly related to industrial production, the two curves show general similarity of direction and movement. Especially after the influence of the W. P. A. mass registration disappeared (about May 1936), the agreement is most pronounced.

Chart 1 also shows the corrected active file and the Bureau of Labor Statistics estimates of nonagricultural employment (the latter plotted inversely). Again it may be noted that the two sets of data are not strictly comparable, since the file includes work seekers from agriculture; yet it is evident that the curves were under the same influences. The file declined as employment rose; the sharp break in employment which began in October 1937 was reflected by a rise of the file which began in the same month. The similarity of trend and direction of movement are considerable. The file does not reflect short-time changes but correctly shows the recent increase in unemployment.

Chart 2 illustrates the relationship between the active file and several well-known estimates of unemployment (those of the American Federation of Labor and of the National Industrial Conference Board). The corrected active file in general paralleled the movements in the

⁴ For a description of these adjustments, see Survey of Employment Service Information, February 1938, p. 29.

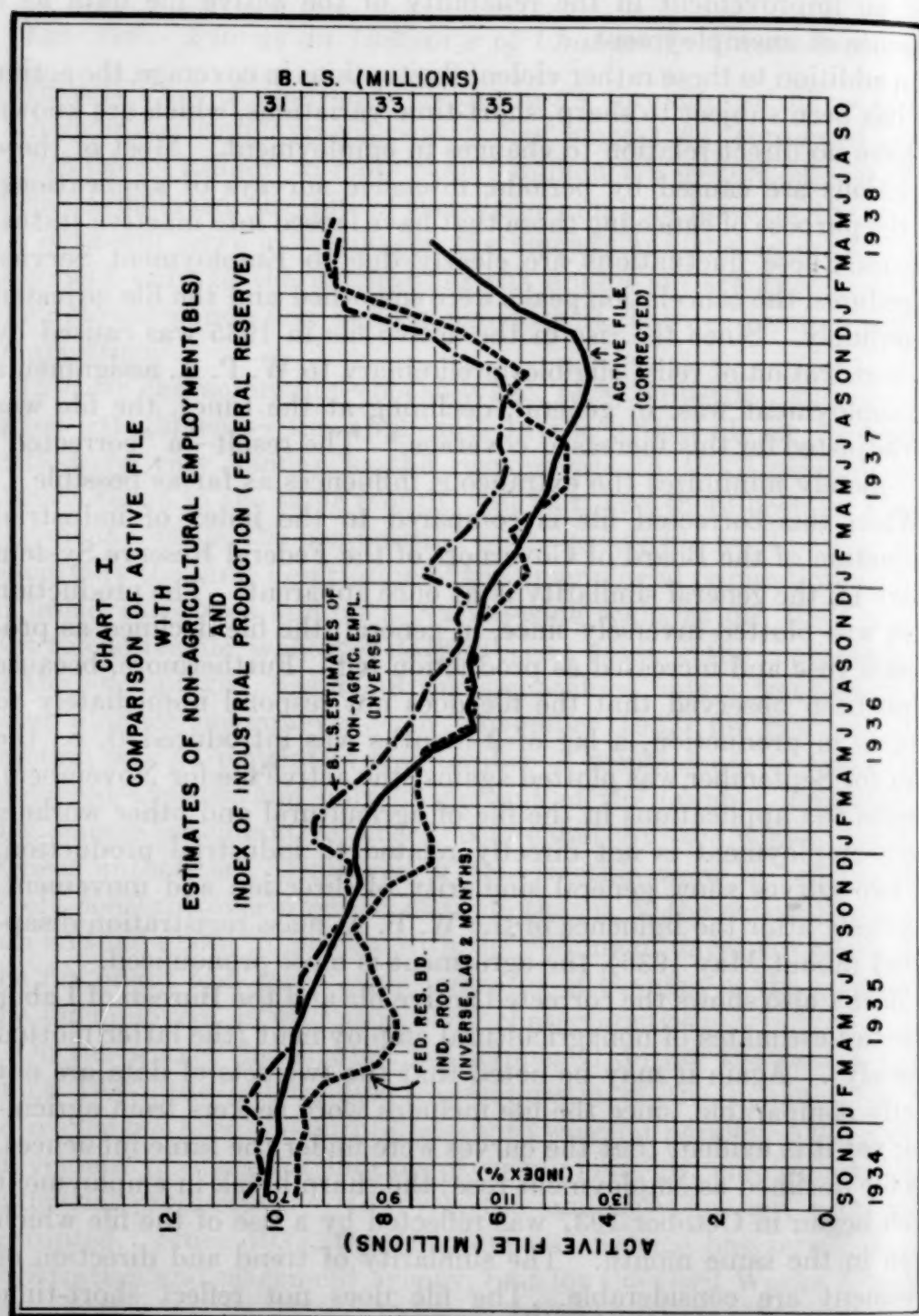
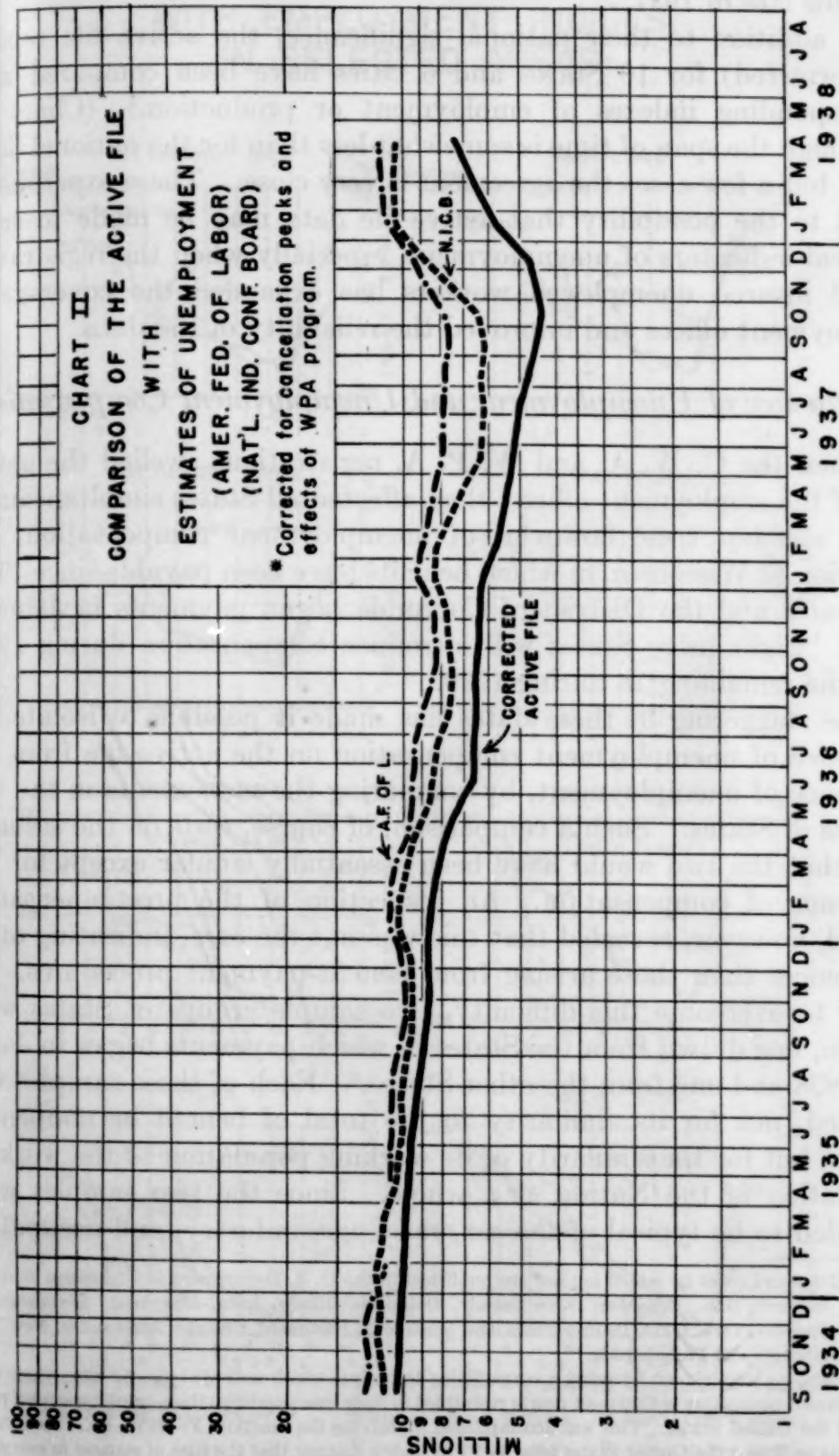


CHART II
COMPARISON OF THE ACTIVE FILE
WITH
ESTIMATES OF UNEMPLOYMENT
(AMER. FED. OF LABOR)
(NAT'L IND. CONF. BOARD)
 * Corrected for cancellation peaks and
 effects of WPA program.



estimates, although it was rather less sensitive to changes in both directions. This sluggishness is especially evident in the recession months late in 1937.

In addition to their national significance, the active file reports (uncorrected) for 10 States and 6 cities have been compared with corresponding indexes of employment or production.⁵ (Chart 3.) Although the span of time is somewhat less than for the national data, in all but a few cases the agreement is very close. These experiments point to the possibility that active-file data may be made to serve as local indicators of unemployment, especially when the registration of all insured unemployed workers has expanded the coverage of employment offices and improved the reliability of the data.

Influence of Unemployment and Unemployment Compensation

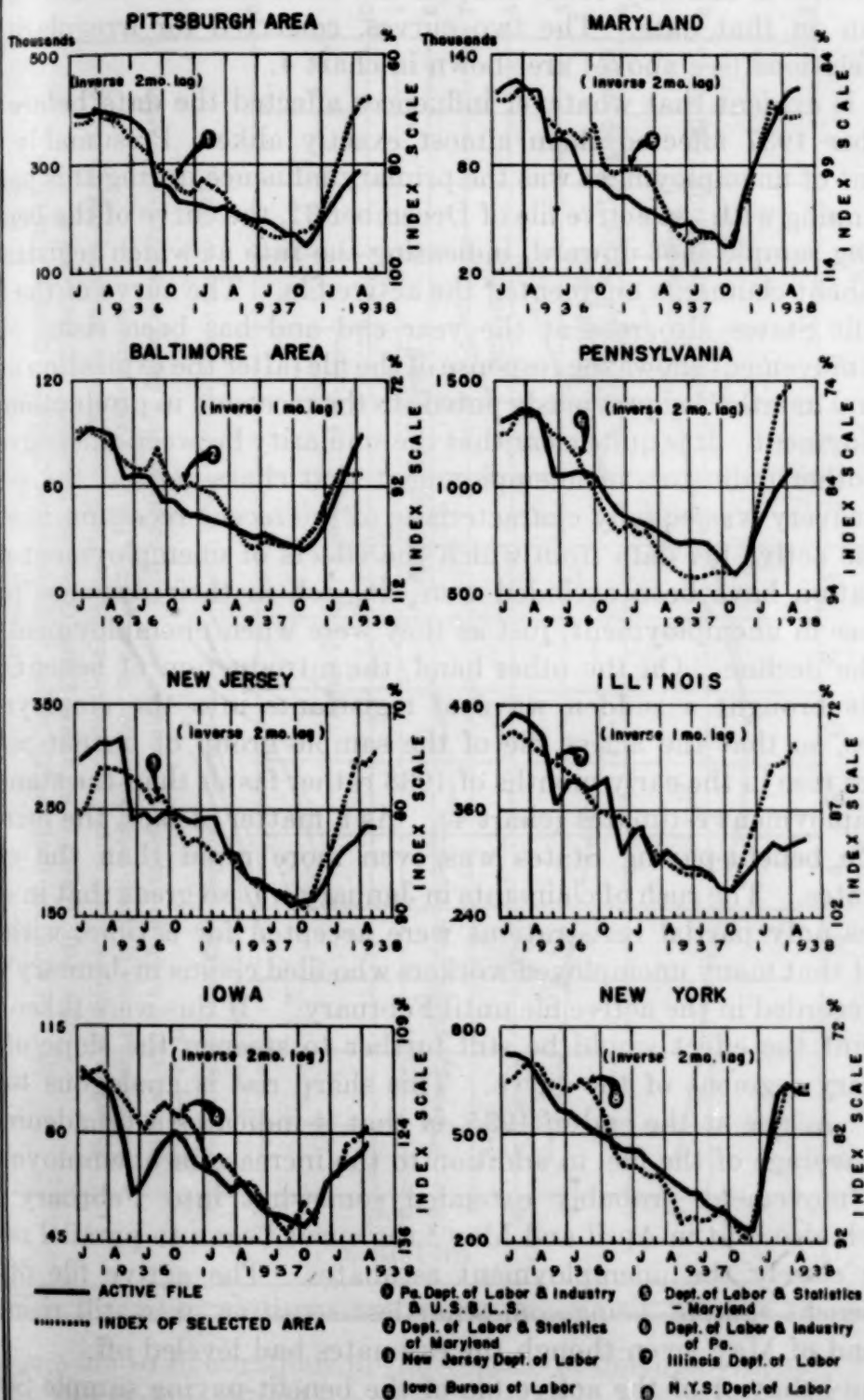
When the C. W. A. and W. P. A. registrations swelled the active file of the employment offices, they affected all States simultaneously. This was not true, however, of unemployment compensation. In addition to Wisconsin, in which benefits have been payable since 1936, 21 States and the District of Columbia began payments in January 1938. Eight more States will introduce compensation during 1938, and the remaining 18 during 1939.

The staggering of these dates has made it possible to isolate the influence of unemployment compensation on the active file from the influence of unemployment, by comparing the movements in the two groups of States. Such a comparison, of course, rests on the assumption that the two would have been essentially similar except for the influence of compensation. An inspection of the precompensation period, however, revealed that this was not the case, indicating other differences than those arising from benefit-payment procedures. In order to overcome this difficulty, two sample groups of States were chosen, one drawn from the States in which payments began in January 1938 and one from the other States.⁶ Each of these samples was selected, not for its similarity to the total of benefit or nonbenefit States, but for the similarity of its working population to the working population of the Nation as a whole. Since the two samples were intended to be typical of the sex, race, age, industry, and occupation

⁵ All States and cities for which indexes are published in the U. S. Department of Commerce Survey of Current Business (Jan. 1936-May 1938), namely, Delaware, Illinois, Iowa, Maryland, Massachusetts, New Jersey, New York, Ohio, Pennsylvania, and Wisconsin; Baltimore, Chicago, Milwaukee, New York City, Pittsburgh, and Philadelphia.

⁶ The samples were chosen by using a curve-fitting technique which indicated those States whose gainfully occupied population in 1930 most nearly resembled in their characteristics the gainfully occupied population of the United States. This was accomplished by solving the function: $F = \sum (Y - kX)^2$ (designating each State as X and the United States total as Y) in such a manner that the sum of squares in every case was a minimum. After the first State was chosen, the same function was solved for each State plus the first; for additional States, this was repeated for each State plus those already chosen. The correlation coefficient between the distribution of the benefit-paying sample (Arizona, Louisiana, Maryland, Minnesota and Rhode Island, Utah) and that of the Nation was 0.993. In the case of the non-benefit-paying sample, (Colorado, Delaware, Missouri and Nevada, Washington) the coefficient was 0.987.

CHART III COMPARISON OF THE ACTIVE FILE WITH EMPLOYMENT INDICES IN SELECTED AREAS



of the Nation's workers, they should be equally affected by unemployment and their composite active files should move in concert until the introduction of benefit payments caused them to diverge. After that time, they could be expected to indicate how the national active file would have behaved, on the one hand, if *no* States had begun payments in January 1938, and, on the other hand, if *all* States had begun on that date. The two curves, corrected for irregularity of cancelations (see above) are shown in chart 4.

It is evident that whatever influences affected the data before December 1937 affected them almost exactly alike. Presumably, the extent of unemployment was the primary influence during this period. Beginning with the active file of December 31, the curve of the benefit-paying sample shot upward, indicating the rate at which registration of benefit claimants augmented the active file. The curve of the non-benefit States also rose at the year end and has been rising since. This movement shows the response of the file (after the expiration of the several months' lag previously noted) to the recession in production and employment. It is quite clear that the similarity between the active file and other indicators of unemployment that characterized the period of recovery was equally characteristic of the recent recession months.

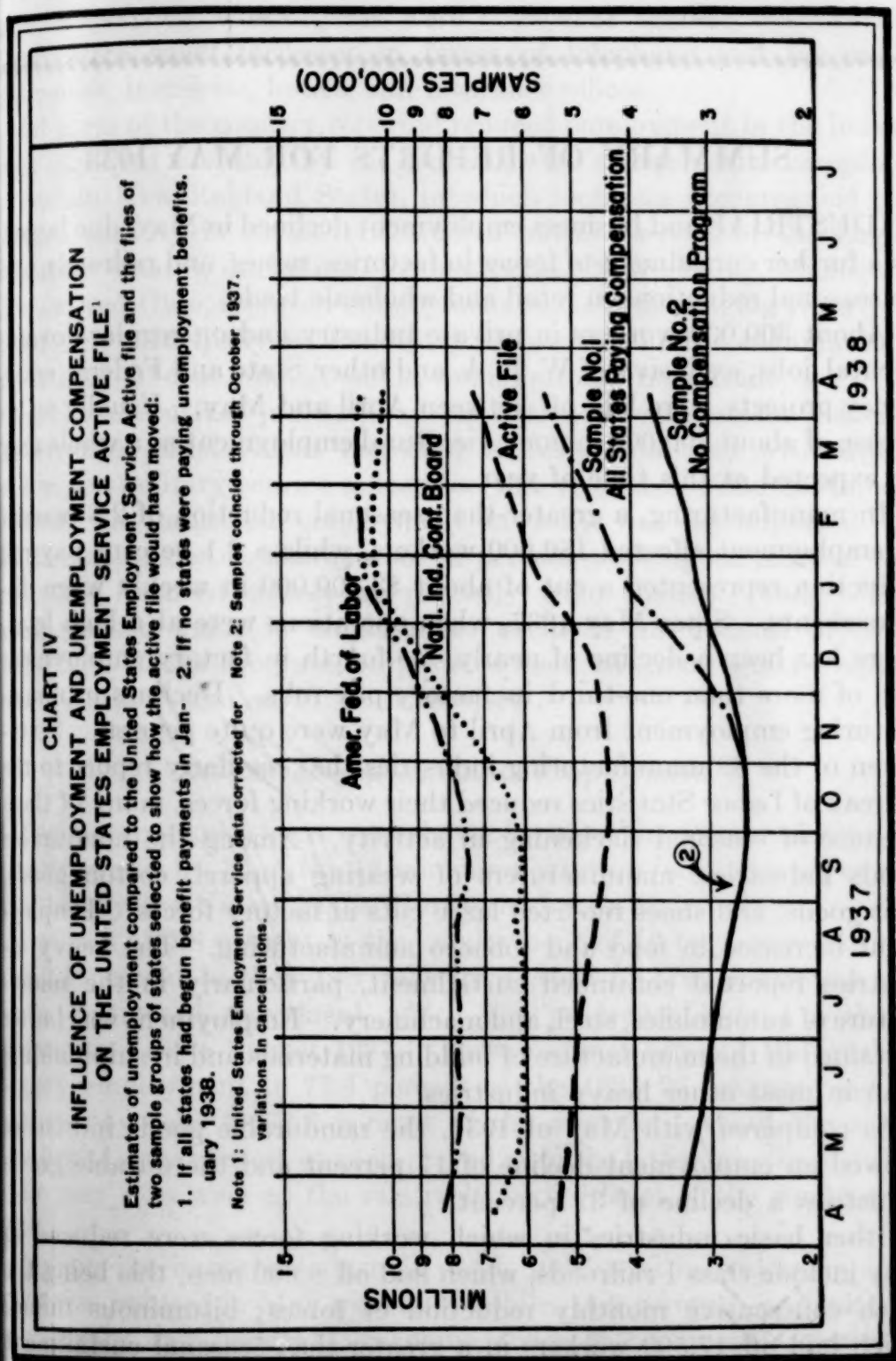
The active file data from which the effects of unemployment compensation have been excluded were sluggish in their response to increases in unemployment, just as they were when unemployment was on the decline. On the other hand, the introduction of benefit payments brought a sudden wave of registrants into the employment offices, so that the active file of the sample group of benefit-paying States rose in the early months of 1938 rather faster than the standard unemployment estimates (chart 4). As a matter of fact, the increase in the benefit-paying States was even more rapid than the curve indicates. The rush of claimants in January was so great that in some offices only partial registrations were accepted for a time, with the result that many unemployed workers who filed claims in January were not recorded in the active file until February.⁷ If this were taken into account the effect would be still further to steepen the slope of the January segment of the curve. This sharp rise is analogous to the W. P. A. rise at the end of 1935, in that it indicates a broadening of the coverage of the file, in addition to the increase in unemployment. This movement probably extended somewhat into February and March also, but in April and May⁸ the curve began to parallel rather more closely the unemployment estimates. The active file of the nonbenefit sample, being somewhat less sensitive, was still rising at the end of May, even though the estimates had leveled off.

The behavior of the active file of the benefit-paying sample States confirms the logical assumption that the participation of the Service

⁷ The number of original claims received during January in the six sample benefit-paying States was actually a little more than twice as great as the total applications (new and renewed) received during the month.

⁸ The May data were not available for inclusion on the chart.

in the unemployment-compensation program will have two principal effects: (1) Immediately to broaden the segment of the unemployed population covered by the active file; and (2) to increase the sensitiv-



ty of the file to fluctuations in the volume of unemployment. From now on, this sample should provide a reasonably accurate record of the unemployment situation until the universal introduction of compensation in 1939 makes it possible to use the total national active file data for that purpose.

Trend of Employment and Pay Rolls

SUMMARY OF REPORTS FOR MAY 1938

INDUSTRIAL and business employment declined in May, due largely to a further curtailment of forces in factories, mines, and railroads, and to seasonal reductions in retail and wholesale trade.

About 300,000 workers in private industry and on regular governmental jobs, exclusive of W. P. A. and other State and Federal emergency projects, were laid off between April and May. Usually an increase of about 200,000 in nonagricultural employment as a whole may be expected at this time of year.

In manufacturing, a greater-than-seasonal reduction of 2.8 percent in employment affected 180,000 workers, while a 2.1 percent pay-roll reduction represented a cut of about \$3,100,000 in weekly wage disbursements. Since May 1937, when operations were at a high level, there has been a decline of nearly one-fourth in factory employment and of more than one-third in factory pay rolls. Declines in manufacturing employment from April to May were quite general. Sixty-seven of the 89 manufacturing industries that regularly report to the Bureau of Labor Statistics reduced their working forces, many of them because of seasonal slackening in activity. Among the nondurable goods industries, manufacturers of wearing apparel, cotton goods, knit goods, and shoes reported large cuts in factory forces. Employment increased in food and tobacco manufacturing. The heavy industries reported continued curtailment, particularly in the manufacture of automobiles, steel, and machinery. Employment was better sustained in the manufacture of building materials and in shipbuilding than in most other heavy industries.

As compared with May of 1937, the nondurable goods industries showed an employment decline of 17 percent and the durable goods industries a decline of 32 percent.

Other basic industries in which working forces were reduced in May include class I railroads, which laid off 8,000 men, this being the tenth consecutive monthly reduction of forces; bituminous mines, which laid off 17,500 workers in a greater-than-seasonal curtailment of operations; anthracite mines; and metal mines. There was a sharp decline in number of employees in retail and wholesale trade, due in part to seasonal reductions following expansion for the Easter trade.

It is estimated that nearly 175,000 workers in retail stores and 20,000 in wholesale firms were laid off during the month.

The principal increases in employment were in building construction and in quarries, where gains were somewhat smaller than usual. There were small increases in forces of telephone and telegraph companies, laundries, hotels, and insurance offices.

All parts of the country reported reduced employment in the industries surveyed monthly by the Bureau, with the principal exception of certain New England States, in which increases accompanied expanded activity in cotton and woolen mills. Several of the larger industrial States, including Pennsylvania, New York, Michigan, Illinois, and Ohio, reported employment reductions ranging from 3 to 5 percent, principally in the heavy industries, in the manufacture of clothing, in coal mining, and in retail and wholesale trade.

In the executive, judicial, and legislative services of the Federal Government employment increased in May compared with April, and in the military service a decrease was reported. The continued decrease in industrial employment in May was accompanied by marked expansion in the number of persons working on most of the programs financed wholly or partially from Federal funds. The most marked gains in employment occurred on Federal projects under The Works Program, on projects financed from regular Federal appropriations, and on P. W. A. projects.

Industrial and Business Employment

Declines in employment were shown by 67 of the 89 manufacturing industries and by 10 of the 16 nonmanufacturing industries surveyed monthly by the United States Bureau of Labor Statistics.

Declines of 2.8 percent in the employment of factory wage earners and 2.1 percent in their pay rolls from April to May continued the sharp downward movement which has proceeded almost without interruption since August 1937. These declines brought the level of factory employment to 77.4 percent of the 1923-25 average, and of factory pay rolls to 69.2 percent of the average. About the same number of wage earners were employed as in the latter months of 1933, while pay rolls were at the relatively higher level of the summer of 1935.

Among the important durable goods industries in which employment was reduced in May were automobiles (6.0 percent), agricultural implements (5.2 percent), machine tools (4.7 percent), electrical machinery (4.4 percent), foundries and machine shops (3.1 percent), blast furnaces, steel works, and rolling mills (2.7 percent), and furniture (2.4 percent). Among the important nondurable goods industries showing declines, largely seasonal, were men's clothing (15.9 percent),

boots and shoes (7.5 percent), women's clothing (7.3 percent), knit goods (4.1 percent), and cotton goods (2.8 percent).

Seasonal gains in employment were reported by a small group of industries. The more important of these increases were in cane sugar refining (14.1 percent), and in the manufacture of ice cream (13.5 percent), woolen and worsted goods (11.1 percent), beverages (3.0 percent), brick (3.0 percent), cement (2.7 percent), steam- and hot-water heating apparatus (2.3 percent), and plumbers' supplies (1.3 percent). The increase in cane sugar refining followed the settlement of a labor dispute.

Among the nonmanufacturing industries, the largest numbers of workers were released from jobs in retail and wholesale stores, and coal and metal mines. All important wholesale lines except food and petroleum and petroleum products showed employment declines. All major lines of retail trade except lumber also had fewer employees than in April. Oil wells, electric railroads, light and power firms, and brokerage firms also employed fewer workers. Dyeing and cleaning establishments showed a contraseasonal employment decline.

Employment in the private building construction industry increased by 3.4 percent from April to May, this being considerably lower than the gains in May of the preceding 5 years. All parts of the country, except the East South Central region, participated in the employment expansion.

A gain of 4.6 percent in quarrying employment was somewhat less than seasonal, and smaller increases were reported by laundries, hotels, telephone and telegraph firms, and insurance offices.

Class I railroads employed 892,874 workers exclusive of executives, officials, and staff assistants, according to a preliminary tabulation by the Interstate Commerce Commission. This was 0.9 percent, or 8,371 workers, lower than the number employed in April. May pay rolls for railroads were not available when this report was prepared. For April they amounted to \$133,821,127 as against \$141,847,183 for March, a decrease of 5.7 percent.

Hours and earnings.—The average hours worked per week in May by factory wage earners were 34.4, a gain of 0.7 percent since April. The average hourly earnings of these workers (65.0 cents) were 0.3 percent lower than in April, but average weekly earnings (\$22.17) were 0.7 percent higher.

Gains in average hours worked per week were reported by 8 of the 14 nonmanufacturing industries for which man-hour data are available, and increased average hourly earnings were shown by 10. Average weekly earnings were higher in 8 of the 16 nonmanufacturing industries covered.

Previous to January 1938, the wording of the definition on the schedules for public utilities, wholesale and retail trade, hotels, and brokerage and insurance firms called for the inclusion of higher-salaried

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employees such as corporation officers, executives, and others whose duties are mainly supervisory. These employees have, for the most part, always been excluded from employment reports for other industries, and beginning with January it was requested that they be omitted also from the industries named above. For this reason, the average hours worked per week, average hourly earnings, and average weekly earnings for these industries are not comparable with the figures appearing in issues of this report dated earlier than April 1938 except for the January figures appearing in the March issue.

Employment and pay-roll indexes and average weekly earnings in May 1938 for all manufacturing industries combined, for selected nonmanufacturing industries, and for class I railroads, with percentage changes over the month and year intervals except in the few industries for which data are not available, are presented in table 1.

TABLE 1.—*Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, May 1938 (Preliminary Figures)*

Industry	Employment			Pay rolls			Average weekly earnings		
	Index May 1938	Percentage change from—		Index May 1938	Percentage change from—		Average in May 1938	Percentage change from—	
		April 1938	May 1937		April 1938	May 1937		April 1938	May 1937
All manufacturing industries combined ¹	(1923-25 = 100) 77.4	-2.8	-24.3	(1923-25 = 100) 69.2	-2.1	-34.2	22.17	+0.7	-13.0
Class I steam railroads ²	50.7	-9	-21.6	(³)	(³)	(³)	(³)	(³)	(³)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite ⁴	52.8	-7.3	-14.1	38.3	-1.8	-20.7	23.61	+5.9	-7.6
Bituminous ⁴	82.0	-4.4	-14.7	55.5	-1.4	-30.0	18.09	+3.1	-18.0
Metalliferous mining.....	58.8	-4.4	-25.0	51.2	-4.0	-35.9	27.12	+4	-14.5
Quarrying and nonmetallic mining.....	43.6	+4.6	-20.6	38.2	+12.6	-25.7	22.11	+7.7	-6.4
Crude-petroleum producing.....	73.2	-8	-4.6	66.8	-1.7	-2.0	33.48	-9	+2.8
Public utilities:									
Telephone and telegraph.....	75.0	+3	-3.5	91.3	-4	+2.0	⁵ 31.14	-7	+5.7
Electric light and power and manufactured gas.....	91.6	-1	-3.1	97.3	-2	-5	⁵ 33.49	-1	+2.7
Electric-railroad and motorbus operation and maintenance.....	70.6	-7	-3.5	71.2	+1.7	+1.6	⁵ 32.96	+2.4	+5.4
Trade:									
Wholesale.....	87.3	-1.3	-3.8	75.1	+7	-1.3	⁵ 30.35	+2.1	+2.6
Retail.....	83.7	-5.2	-6.9	70.0	-3.1	-4.8	⁵ 21.76	+2.2	+2.2
General merchandising.....	91.9	-9.0	-10.1	84.2	-5.8	-7.9	⁵ 18.56	+3.5	+2.4
Other than general merchandising.....	81.5	-3.9	-5.9	67.0	-2.4	-4.0	⁵ 24.22	+1.6	+2.0
Hotels (year-round) ⁴	93.7	+3	-1.7	80.6	+1	+1.1	⁵ 14.78	-2	+2.8
Laundries.....	96.2	+9	-4.1	80.9	+4	-2.9	17.17	-5	+1.3
Dyeing and cleaning ⁴	110.0	-1.6	-3.5	80.8	-7.3	-6.1	20.40	-5.9	-2.7
Brokerage.....	(³)	-2.0	-20.1	(³)	-4.9	-27.5	⁵ 33.75	-2.9	-9.3
Insurance.....	(³)	+2	+2.2	(³)	-2	-2.7	⁵ 35.79	-4	-4.7
Building construction.....	(³)	+3.4	-28.4	(³)	+5.8	-29.1	29.07	+2.4	-1.0

¹ Revised indexes; adjusted to 1933 Census of Manufactures.

² Preliminary; source—Interstate Commerce Commission.

³ Not available.

⁴ Indexes adjusted to 1935 Census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet *Employment and Pay Rolls*.

⁵ Average weekly earnings not strictly comparable with figures published in issues of the Monthly Labor Review dated earlier than April 1938 (except for the January figures appearing in the March issue), as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

⁶ Cash payments only; the additional value of board, room, and tips cannot be computed.

Public Employment

Nearly 116,000 persons were working on P. W. A. projects during the month ending May 15, 1938, an increase of 12,000 compared with the preceding period. This expansion was evident in all parts of the program, but was most marked on projects financed from E. R. A. A. 1935, 1936, and 1937 funds. Approximately 25,000 men were at work on Federal and non-Federal projects financed from N. I. R. A. funds and 91,000 on projects financed from E. R. A. A. funds. Pay-roll disbursements for all P. W. A. projects totaled \$9,204,000.

Marked increases in employment on public road construction projects, which usually occur at this season, raised the number working on construction projects financed by regular Federal appropriations in May to the highest level (203,000) reached since November 1937. The increase in employment amounted to 29,000 over April. Gains in employment were reported for all types of projects with the exception of Rural Electrification Administration projects; dredging, dikes, and revetments; and miscellaneous projects. Pay rolls for the month totaled \$19,763,000, an increase of \$2,241,000 compared with April.

The maximum number of wage earners employed during any 1 week of the period from mid-April to mid-May on projects financed by the Reconstruction Finance Corporation was 3,000. Compared with the preceding month, this was a drop of 160 workers. Decreases in employment were registered on all types of projects. Pay-roll disbursements amounting to \$460,000 were \$32,000 less than the amount reported for the preceding period.

During the month The Works Program expanded to the point where the employment, exclusive of Student Aid, amounted to 3,102,000. Approximately 2,679,000 persons were at work in May on projects operated by the Works Progress Administration, a gain of 97,000 compared with April. More than 251,000 were at work on Federal projects under The Works Program and 172,000 on work projects of the National Youth Administration. May data for Student Aid projects will not be available until next month. In April 333,000 were employed on Student Aid projects. Pay-roll disbursements for The Works Program, exclusive of Student Aid, amounted to \$153,453,000 an increase of \$10,235,000 over the preceding month.

In the regular services of the Federal Government, the executive, judicial, and legislative services reported increases in the number working, and the military service a decrease. Of the 810,000 employees in the executive service in May, 115,000 were working in the District of Columbia and 726,000 outside the District. Force-account employees (employees who are on the Federal pay roll and are engaged on construction projects) were 7.6 percent of the total number of employees in the executive service. The most marked increases in employment occurred in the War Department, the Department of Agriculture, and

the Department of the Interior. The Social Security Board was among the agencies reporting decreases in employment.

Since October 1937 the number of workers in the Civilian Conservation Corps has been decreasing. A small decline of 2,000 in May reduced the number working to 306,000. The decrease occurred in enrolled personnel and reserve officers, the number working in all other groups increasing slightly or remaining virtually the same. Of the total number in camps, 262,000 were enrollees, 5,000 reserve officers, 300 nurses, 1,500 educational advisers, and 37,000 supervisory and technical employees. Monthly pay rolls for all groups of workers totaled \$14,238,000.

As the result of seasonal influences, employment on State road projects in May was 174,000, an increase of 28,000 compared with April. Of the total number working in May, 156,000 were engaged on maintenance projects and 18,000 on new road construction. For both types of work, pay rolls for the month amounted to \$11,387,000.

A summary of Federal employment and pay-roll statistics for April and May is given in table 2.

TABLE 2.—Summary of Federal Employment and Pay Rolls, May 1938 ¹
(Preliminary Figures)

Class ^a	Employment		Per- cent- age change	Pay rolls		Per- cent- age change
	May	April		May	April	
Federal services:						
Executive ²	840,742	827,240	+1.6	\$124,951,733	\$123,918,903	+0.8
Judicial.....	2,143	2,117	+1.2	516,115	508,922	+1.4
Legislative.....	5,220	5,172	+ .9	1,206,474	1,202,032	+ .4
Military.....	329,256	330,445	- .4	25,059,048	25,391,702	-1.3
Construction projects:						
Financed by P. W. A. ⁴	115,710	104,134	+11.1	9,204,258	8,186,478	+12.4
Financed by R. F. C. ⁵	3,032	3,192	-5.0	459,501	491,828	-6.6
Financed by regular Federal ap- propriations.....	202,845	173,585	+16.9	19,763,004	17,522,503	+12.8
Federal projects under The Works Program.....	251,115	188,674	+33.1	12,608,884	9,124,787	+38.2
Projects operated by W. P. A. ⁶	2,678,702	2,581,334	+3.8	137,876,630	131,332,016	+5.0
National Youth Administration:						
Work projects.....	172,134	158,082	+8.9	2,967,134	2,760,533	+7.5
Student Aid.....	(^b)	333,320	-----	(^b)	2,251,200	-----
Civilian Conservation Corps.....	306,141	307,945	- .6	14,237,636	14,363,254	- .9

¹ Includes data on projects financed wholly or partially from Federal funds.

² Includes force-account and supervisory and technical employees shown under other classifications to the extent of 102,793 employees and pay-roll disbursements of \$12,803,713 for May and 99,999 employees and pay-roll disbursements of \$12,381,158 for April.

³ Revised.

⁴ Data covering P. W. A. projects financed from E. R. A. A. 1935, 1936, and 1937 funds are included. These data are not shown under The Works Program. Includes 91,206 wage earners and \$7,131,788 pay roll for May; 81,502 wage earners and \$6,093,369 pay roll for April covering P. W. A. projects financed from E. R. A. A. 1935, 1936, and 1937 funds.

⁵ Includes 80 employees and pay-roll disbursements of \$6,759 for May and 87 employees and pay-roll disbursements of \$7,828 for April on projects financed by the RFC Mortgage Co.

⁶ Not available.

DETAILED REPORTS FOR APRIL 1938

Industrial and Business Employment

A MONTHLY report on employment and pay rolls is published as a separate pamphlet by the Bureau of Labor Statistics. This gives detailed data regarding employment, pay rolls, working hours, and earnings for the current month for industrial and business establishments and for the various forms of public employment. This pamphlet is distributed free upon request. Its principal contents for the month of April, insofar as industrial and business employment is concerned, are reproduced in this section of the Monthly Labor Review.

Monthly reports on employment and pay rolls are available for the following groups: 89 manufacturing industries; 16 nonmanufacturing industries, including private building construction; and class I steam railroads. The reports for the first two of these groups—manufacturing and nonmanufacturing—are based on sample surveys by the Bureau of Labor Statistics, and in virtually all industries the samples are large enough to be entirely representative. The figures on class I steam railroads are compiled by the Interstate Commerce Commission and are presented in the foregoing summary.

EMPLOYMENT, PAY ROLLS, HOURS, AND EARNINGS

The indexes of employment and pay rolls, average hours worked per week, average hourly earnings, and average weekly earnings in manufacturing and nonmanufacturing industries in April 1938 are shown in table 1. Percentage changes from March 1938 and April 1937 are also given.

The indexes of factory employment and pay rolls are computed from returns supplied by representative establishments in 89 manufacturing industries and cover wage earners only. The base used in computing these indexes is the 3-year average, 1923-25, as 100. In April 1938 reports were received from 25,750 manufacturing establishments employing 3,893,923 workers, whose weekly earnings were \$86,772,555. The employment reports received from these establishments cover more than 55 percent of the total wage earners in all manufacturing industries of the country and more than 65 percent of the wage earners in the 89 industries included in the monthly survey of the Bureau of Labor Statistics.

The indexes for the nonmanufacturing industries are based on the 12-month average for 1929 as 100. Figures for mining, laundries, dyeing and cleaning, and building construction cover wage earners only, but the figures for public utilities, trade, hotels, brokerage, and

insurance relate to all employees, except corporation officers, executives, and other employees whose duties are mainly supervisory. For crude-petroleum producing they cover wage earners and clerical field force.

Data for both manufacturing and nonmanufacturing industries are based on reports of the number of employees and amount of pay rolls for the pay period ending nearest the 15th of the month.

Average weekly earnings shown in table 1 are computed by dividing the total weekly pay rolls in the reporting establishments by the total number of full- and part-time employees reported. As all reporting establishments do not supply man-hour data, average hours worked per week and average hourly earnings are necessarily based on data supplied by a smaller number of reporting firms. The size and composition of the reporting sample varies slightly from month to month and therefore the average hours per week, average hourly earnings, and average weekly earnings shown in table 1 are not strictly comparable from month to month. The sample, however, is believed to be sufficiently adequate in virtually all instances to indicate the general movements of earnings and hours over the period shown. The changes from the preceding month, expressed as percentages, are based on identical lists of firms for the 2 months.

Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, April 1938

MANUFACTURING

[Indexes are based on 3-year average 1923-25=100 and are adjusted to 1933 Census of Manufactures. Not comparable to indexes published in pamphlets prior to October 1936]

Industry	Employment		Pay rolls		Average weekly earnings ¹		Average hours worked per week ¹		Average hourly earnings ¹	
	Index April 1938	Percentage change from— March 1938	Index April 1938	Percentage change from— March 1938	April 1938	March 1938	April 1938	March 1938	April 1938	March 1938
All manufacturing industries	79.6	-2.6	70.7	-3.5	\$22.28	-1.0	34.2	-1.0	Cents 65.2	-0.4
Durable goods	70.0	-3.3	61.8	-3.1	24.18	+2.8	33.6	+1.1	72.2	-1.1
Nondurable goods	89.8	-2.1	82.0	-3.9	20.53	-1.8	34.7	-1.9	59.0	-0.6
<i>Durable goods</i>										
Iron and steel and their products, not including machinery	76.9	-2.5	61.2	-1.4	22.44	+1.1	29.8	+1.7	76.2	+4.4
Blast furnaces, steel works, and rolling mills.....	84.4	-3.0	65.3	-3.3	22.91	+2.8	27.6	+2.1	83.2	+7.7
Bolts, nuts, washers, and rivets.....	60.8	-1.4	51.3	-2.8	19.11	-1.3	27.1	-9.9	70.5	-5.7
Cast-iron pipe.....	57.2	+2.8	40.6	+4.1	19.03	+1.2	32.5	+2.1	57.6	-7.7
Cutlery (not including silver and plated cutlery) and edge tools.....	74.9	-5.5	60.0	-4.9	20.04	-4.4	33.4	-4.8	61.6	-3.3
Forgings, iron and steel.....	44.2	-4.9	31.7	-7.6	21.96	-2.8	30.0	-2.2	73.3	-7.7
Hardware.....	61.1	-8.0	52.4	-8.2	19.42	-2.4	30.0	+6.6	64.5	-7.7
Plumbers' supplies.....	78.7	+4.4	54.0	+3.2	21.66	+2.8	32.1	+2.6	67.5	+4.4
Steam and hot-water heating apparatus and steam fittings.....	55.7	-1.8	41.7	-2.3	21.76	-5.5	30.4	-8.8	71.4	+2.2
Stoves.....	75.3	-1.6	59.3	-1.9	23.09	-3.3	35.0	-6.6	66.2	+1.1
Structural and ornamental metalwork.....	59.0	-1.2	53.3	-2.4	22.41	-1.2	35.4	-1.3	71.8	+2.2
Tin cans and other tinware.....	88.1	+1.3	90.9	-1.4	22.82	-2.7	36.9	-2.2	62.3	+8.1
Tools (not including edge tools, machine tools, files, and saws).....	76.7	-3.3	69.9	-8.3	21.18	-5.2	34.1	-5.3	61.8	+1.1
Wirework.....	117.4	-2.7	102.1	-3.2	21.56	-5.5	31.8	-1.1	67.9	+6.6
Machinery, not including transportation equipment	93.2	-3.7	84.2	-5.1	\$24.94	-1.4	34.0	-1.2	73.0	+6.0
Agricultural implements.....	136.5	-7.7	168.6	-5.5	27.50	-5.2	36.8	-5.2	74.9	+7.0
Cash registers, adding machines, and calculating machines.....	126.0	-4.4	115.0	-7.3	27.49	-6.9	34.0	-7.5	80.9	+2.1
Electrical machinery, apparatus, and supplies.....	81.6	-5.6	72.7	-6.9	24.42	-1.4	32.6	-1.1	74.6	+6.0
Engines, turbines, tractors, and water wheels.....	119.3	-1.7	115.0	-3.1	29.54	-1.4	35.8	-1.1	82.7	+4.1
Foundry and machine-shop products.....	81.7	-4.2	71.5	-5.0	24.47	-9.9	34.4	-9.9	71.2	+6.4
Machine tools.....	122.1	-4.4	101.3	-9.8	25.51	-5.7	35.0	-5.6	72.9	+2.4

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60.3

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-44.4
-30.7
-44.4
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48.5

+13.7
-3.1
+13.7
-3.1

-45.5
-49.4
-45.5
-49.4

20.91
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+11.2
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+11.2
-26.1

-1.9
-96.0
-1.9
-96.0

33.5
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+8.8
-7.8
+8.8
-7.8

62.6
62.6
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62.6

+1.8
+7.7
+1.8
+7.7

	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																											
Engines, turbines, tractors, and water wheels...	119.7	121.7	123.7	125.7	127.7	129.7	131.7	133.7	135.7	137.7	139.7	141.7	143.7	145.7	147.7	149.7	151.7	153.7	155.7	157.7	159.7	161.7	163.7	165.7	167.7	169.7	171.7	173.7	175.7	177.7	179.7	181.7	183.7	185.7	187.7	189.7	191.7	193.7	195.7	197.7	199.7	201.7	203.7	205.7	207.7	209.7	211.7	213.7	215.7	217.7	219.7	221.7	223.7	225.7	227.7	229.7	231.7	233.7	235.7	237.7	239.7	241.7	243.7	245.7	247.7	249.7	251.7	253.7	255.7	257.7	259.7	261.7	263.7	265.7	267.7	269.7	271.7	273.7	275.7	277.7	279.7	281.7	283.7	285.7	287.7	289.7	291.7	293.7	295.7	297.7	299.7	301.7	303.7	305.7	307.7	309.7	311.7	313.7	315.7	317.7	319.7	321.7	323.7	325.7	327.7	329.7	331.7	333.7	335.7	337.7	339.7	341.7	343.7	345.7	347.7	349.7	351.7	353.7	355.7	357.7	359.7	361.7	363.7	365.7	367.7	369.7	371.7	373.7	375.7	377.7	379.7	381.7	383.7	385.7	387.7	389.7	391.7	393.7	395.7	397.7	399.7	401.7	403.7	405.7	407.7	409.7	411.7	413.7	415.7	417.7	419.7	421.7	423.7	425.7	427.7	429.7	431.7	433.7	435.7	437.7	439.7	441.7	443.7	445.7	447.7	449.7	451.7	453.7	455.7	457.7	459.7	461.7	463.7	465.7	467.7	469.7	471.7	473.7	475.7	477.7	479.7	481.7	483.7	485.7	487.7	489.7	491.7	493.7	495.7	497.7	499.7	501.7	503.7	505.7	507.7	509.7	511.7	513.7	515.7	517.7	519.7	521.7	523.7	525.7	527.7	529.7	531.7	533.7	535.7	537.7	539.7	541.7	543.7	545.7	547.7	549.7	551.7	553.7	555.7	557.7	559.7	561.7	563.7	565.7	567.7	569.7	571.7	573.7	575.7	577.7	579.7	581.7	583.7	585.7	587.7	589.7	591.7	593.7	595.7	597.7	599.7	601.7	603.7	605.7	607.7	609.7	611.7	613.7	615.7	617.7	619.7	621.7	623.7	625.7	627.7	629.7	631.7	633.7	635.7	637.7	639.7	641.7	643.7	645.7	647.7	649.7	651.7	653.7	655.7	657.7	659.7	661.7	663.7	665.7	667.7	669.7	671.7	673.7	675.7	677.7	679.7	681.7	683.7	685.7	687.7	689.7	691.7	693.7	695.7	697.7	699.7	701.7	703.7	705.7	707.7	709.7	711.7	713.7	715.7	717.7	719.7	721.7	723.7	725.7	727.7	729.7	731.7	733.7	735.7	737.7	739.7	741.7	743.7	745.7	747.7	749.7	751.7	753.7	755.7	757.7	759.7	761.7	763.7	765.7	767.7	769.7	771.7	773.7	775.7	777.7	779.7	781.7	783.7	785.7	787.7	789.7	791.7	793.7	795.7	797.7	799.7	801.7	803.7	805.7	807.7	809.7	811.7	813.7	815.7	817.7	819.7	821.7	823.7	825.7	827.7	829.7	831.7	833.7	835.7	837.7	839.7	841.7	843.7	845.7	847.7	849.7	851.7	853.7	855.7	857.7	859.7	861.7	863.7	865.7	867.7	869.7	871.7	873.7	875.7	877.7	879.7	881.7	883.7	885.7	887.7	889.7	891.7	893.7	895.7	897.7	899.7	901.7	903.7	905.7	907.7	909.7	911.7	913.7	915.7	917.7	919.7	921.7	923.7	925.7	927.7	929.7	931.7	933.7	935.7	937.7	939.7	941.7	943.7	945.7	947.7	949.7	951.7	953.7	955.7	957.7	959.7	961.7	963.7	965.7	967.7	969.7	971.7	973.7	975.7	977.7	979.7	981.7	983.7	985.7	987.7	989.7	991.7	993.7	995.7	997.7	999.7	1001.7	1003.7	1005.7	1007.7	1009.7	1011.7	1013.7	1015.7	1017.7	1019.7	1021.7	1023.7	1025.7	1027.7	1029.7	1031.7	1033.7	1035.7	1037.7	1039.7	1041.7	1043.7	1045.7	1047.7	1049.7	1051.7	1053.7	1055.7	1057.7	1059.7	1061.7	1063.7	1065.7	1067.7	1069.7	1071.7	1073.7	1075.7	1077.7	1079.7	1081.7	1083.7	1085.7	1087.7	1089.7	1091.7	1093.7	1095.7	1097.7	1099.7	1101.7	1103.7	1105.7	1107.7	1109.7	1111.7	1113.7	1115.7	1117.7	1119.7	1121.7	1123.7	1125.7	1127.7	1129.7	1131.7	1133.7	1135.7	1137.7	1139.7	1141.7	1143.7	1145.7	1147.7	1149.7	1151.7	1153.7	1155.7	1157.7	1159.7	1161.7	1163.7	1165.7	1167.7	1169.7	1171.7	1173.7	1175.7	1177.7	1179.7	1181.7	1183.7	1185.7	1187.7	1189.7	1191.7	1193.7	1195.7	1197.7	1199.7	1201.7	1203.7	1205.7	1207.7	1209.7	1211.7	1213.7	1215.7	1217.7	1219.7	1221.7	1223.7	1225.7	1227.7	1229.7	1231.7	1233.7	1235.7	1237.7	1239.7	1241.7	1243.7	1245.7	1247.7	1249.7	1251.7	1253.7	1255.7	1257.7	1259.7	1261.7	1263.7	1265.7	1267.7	1269.7	1271.7	1273.7	1275.7	1277.7	1279.7	1281.7	1283.7	1285.7	1287.7	1289.7	1291.7	1293.7	1295.7	1297.7	1299.7	1301.7	1303.7	1305.7	1307.7	1309.7	1311.7	1313.7	1315.7	1317.7	1319.7	1321.7	1323.7	1325.7	1327.7	1329.7	1331.7	1333.7	1335.7	1337.7	1339.7	1341.7	1343.7	1345.7	1347.7	1349.7	1351.7	1353.7	1355.7	1357.7	1359.7	1361.7	1363.7	1365.7	1367.7	1369.7	1371.7	1373.7	1375.7	1377.7	1379.7	1381.7	1383.7	1385.7	1387.7	1389.7	1391.7	1393.7	1395.7	1397.7	1399.7	1401.7	1403.7	1405.7	1407.7	1409.7	1411.7	1413.7	1415.7	1417.7	1419.7	1421.7	1423.7	1425.7	1427.7	1429.7	1431.7	1433.7	1435.7	1437.7	1439.7	1441.7	1443.7	1445.7	1447.7	1449.7	1451.7	1453.7	1455.7	1457.7	1459.7	1461.7	1463.7	1465.7	1467.7	1469.7	1471.7	1473.7	1475.7	1477.7	1479.7	1481.7	1483.7	1485.7	1487.7	1489.7	1491.7	1493.7	1495.7	1497.7	1499.7	1501.7	1503.7	1505.7	1507.7	1509.7	1511.7	1513.7	1515.7	1517.7	1519.7	1521.7	1523.7	1525.7	1527.7	1529.7	1531.7	1533.7	1535.7	1537.7	1539.7	1541.7	1543.7	1545.7	1547.7	1549.7	1551.7	1553.7	1555.7	1557.7	1559.7	1561.7	1563.7	1565.7	1567.7	1569.7	1571.7	1573.7	1575.7	1577.7	1579.7	1581.7	1583.7	1585.7	1587.7	1589.7	1591.7	1593.7	1595.7	1597.7	1599.7	1601.7	1603.7	1605.7	1607.7	1609.7	1611.7	1613.7	1615.7	1617.7	1619.7	1621.7	1623.7	1625.7	1627.7	1629.7	1631.7	1633.7	1635.7	1637.7	1639.7	1641.7	1643.7	1645.7	1647.7	1649.7	1651.7	1653.7	1655.7	1657.7	1659.7	1661.7	1663.7	1665.7	1667.7	1669.7	1671.7	1673.7	1675.7	1677.7	1679.7	1681.7	1683.7	1685.7	1687.7	1689.7	1691.7	1693.7	1695.7	1697.7	1699.7	1701.7	1703.7	1705.7	1707.7	1709.7	1711.7	1713.7	1715.7	1717.7	1719.7	1721.7	1723.7	1725.7	1727.7	1729.7	1731.7	1733.7	1735.7	1737.7	1739.7	1741.7	1743.7	1745.7	1747.7	1749.7	1751.7	1753.7	1755.7	1757.7	1759.7	1761.7	1763.7	1765.7	1767.7	1769.7	1771.7	1773.7	1775.7	1777.7	1779.7	1781.7	1783.7	1785.7	1787.7	1789.7	1791.7	1793.7	1795.7	1797.7	1799.7	1801.7	1803.7	1805.7	1807.7	1809.7	1811.7	1813.7	1815.7	1817.7	1819.7	1821.7	1823.7	1825.7	1827.7	1829.7	1831.7	1833.7	1835.7	1837.7	1839.7	1841.7	1843.7	1845.7	1847.7	1849.7	1851.7	1853.7	1855.7	1857.7	1859.7	1861.7	1863.7	1865.7	1867.7	1869.7	1871.7	1873.7	1875.7	1877.7	1879.7	1881.7	1883.7	1885.7	1887.7	1889.7	1891.7	1893.7	1895.7	1897.7	1899.7	1901.7	1903.7	1905.7	1907.7	1909.7	1911.7	1913.7	1915.7	1917.7	1919.7	1921.7	1923.7	1925.7	1927.7	1929.7	1931.7	1933.7	1935.7	1937.7	1939.7	1941.7	1943.7	1945.7	1947.7	1949.7	1951.7	1953.7	1955.7	1957.7	1959.7	1961.7	1963.7	1965.7	1967.7	1969.7	1971.7	1973.7	1975.7	1977.7	1979.7	1981.7	1983.7	1985.7	1987.7	1989.7	1991.7	1993.7	1995.7	1997.7	1999.7	2001.7	2003.7	2005.7	2007.7	2009.7	2011.7	2013.7	2015.7	2017.7	2019.7	2021.7	2023.7	2025.7	2027.7	2029.7	2031.7	2033.7	2035.7	2037.7	2039.7	2041.7	2043.7	2045.7	2047.7	2049.7	2051.7	2053.7	2055.7	2057.7	2059.7	2061.7	2063.7	2065.7	2067.7	2069.7	2071.7	2073.7	2075.7	2077.7	2079.7	2081.7	2083.7	2085.7	2087.7	2089.7	2091.7	2093.7	2095.7	2097.7	2099.7	2101.7	2103.7	2105.7	2107.7	2109.7	2111.7	2113.7	2115.7	2117.7	2119.7	2121.7	2123.7	2125.7	2127.7	2129.7	2131.7	2133.7	2135.7	2137.7	2139.7	2141.7	2143.7	2145.7	2147.7	2149.7	2151.7	2153.7	2155.7	2157.7	2159.7	2161.7	2163.7	2165.7	2167.7	2169.7	2171.7	2173.7	2175.7	2177.7	2179.7	2181.7	2183.7	2185.7	2187.7	2189.7	2191.7	2193.7	2195.7	2197.7	2199.7	2201.7	2203.7	2205.7	2207.7	2209.7	2211.7	2213.7	2215.7	2217.7	2219.7	2221.7	2223.7	2225.7	2227.7	2229.7	2231.7	2233.7	2235.7	2237.7	2239.7	2241.7	2243.7	2245.7	2247.7	2249.7	2251.7	2253.7	2255.7	2257.7	2259.7	2261.7

TABLE 1.—Employment, Pay Rolls, and Earnings in Manufacturing and Nonmanufacturing Industries, April 1938—Continued

MANUFACTURING—Continued										
Industry	Employment		Pay rolls		Average weekly earnings		Average hours worked per week		Average hourly earnings	
	Index April 1938	Percentage change from— March 1938	Index April 1938	Percentage change from— March 1938	April 1938	Percentage change from— March 1938	April 1938	Percentage change from— March 1938	April 1938	Percentage change from— March 1938
<i>Nondurable goods—Continued</i>										
Leather and its manufactures.....	88.0	-2.3	67.1	-7.7	317.84	-5.5	34.1	-3.8	51.3	-1.8
Boots and shoes.....	92.7	-2.3	65.7	-8.6	16.90	-6.4	33.8	-4.0	48.7	-2.2
Leather.....	74.6	-2.3	74.4	-4.9	22.40	-2.6	35.1	-2.6	63.6	-1.1
Food and kindred products.....	101.0	+1.6	104.1	+4.7	24.89	+1.1	40.1	-2	62.1	+2
Baking.....	129.9	+1.1	126.3	-2.1	25.36	-2.2	41.8	-8	61.0	+3
Beverages.....	198.4	+2.1	223.0	+2.6	32.31	+5.5	39.1	+2	84.8	+4
Butter.....	85.0	+4.2	68.4	+3.4	22.87	+1.6	47.2	+2.3	47.7	-1.8
Canning and preserving.....	80.5	+6.3	80.4	+8.0	16.53	+1.6	34.6	-7	49.4	+1.3
Confectionery.....	71.6	-4.0	66.0	-9.2	16.79	-3.5	35.1	-5.5	47.9	+2
Flour.....	71.8	-1.9	70.9	-1.9	25.76	0	42.8	-7	59.7	+7
Ice cream.....	69.9	+10.2	66.6	+9.5	29.06	-6	46.9	+1.1	61.7	-1.1
Slaughtering and meat packing.....	83.0	-1.6	92.0	+1.1	27.73	+1.7	40.1	+1.7	69.1	-1.1
Sugar, beet.....	38.7	+13.9	45.6	+7.6	27.74	-3.5	39.9	-3.3	72.9	-2.1
Sugar, cane.....	66.9	-2.2	65.0	+8.1	25.05	+10.5	41.2	+12.4	60.9	-1.6
Tobacco manufactures.....	59.1	-3	49.3	-2.8	15.56	-2.5	32.9	-3.5	46.6	+1.0
Chewing and smoking tobacco and snuff.....	56.4	-3	66.0	+1.2	17.74	+1.5	35.0	+1.5	51.0	(?)
Cigars and cigarettes.....	59.3	-6	47.3	-3.2	15.10	-2.6	32.7	-4.1	46.1	+1.1
Paper and printing.....	99.7	-6	94.6	-2.1	37.30	-1.5	36.9	-1.6	76.5	(?)
Boxes, paper.....	89.8	-1.1	87.2	-2.5	20.10	-1.4	36.8	-2.0	55.0	+6
Paper and pulp.....	106.9	-1.1	99.9	-3.4	23.16	-2.3	37.4	-2.3	62.0	(?)
Printing and publishing:										
Book and job.....	91.7	-1.2	84.8	-3.1	29.27	-2.0	37.1	-1.7	79.9	-6
Newspapers and periodicals.....	103.9	+4	102.0	+2	36.88	-3	36.4	-6	97.3	+1
Chemicals and allied products, and petroleum refining.....										
Other than petroleum refining.....	110.4	-2.5	116.3	-2.6	27.35	-2	37.1	-1.0	74.2	+8
Chemicals.....	108.6	-3.1	110.9	-3.1	24.17	0	37.5	-1.1	65.9	+9
Cottonseed—oil, cake, and meal.....	109.4	-1.8	116.6	-8	29.54	+1.0	37.2	+4	79.5	+6
Druggists' preparations.....	74.9	-14.4	64.9	-17.3	12.23	+3.5	48.6	-3.2	25.4	+7.1
Explosives.....	104.3	-5	114.8	-4	23.89	(?)	37.7	-8	60.0	+1.1
Fertilizers.....	86.0	-1.3	86.5	-4.9	19.6	-3.6	34.9	-2.8	81.1	-8
Paints and varnishes.....	123.0	+6.5	121.1	+9.4	28.32	+3.7	40.7	-1.2	40.3	+5.0
	118.0	+5	116.7	+2.9	27.11	+2.4	39.4	+3.0	68.9	+5

Rayon and allied products.....

Soap.....

Rubber.....

Glass.....

Stone.....

Lumber.....

Furniture.....

Miscellaneous.....

Total.....

NONMANUFACTURING

Indexes are based on 12-month average 1929=100

	1933.1	-9.3	-19.8	250.3	-13.3	-28.6	21.21	-4.4	-11.0	32.6	-4.9	-17.9	65.0	+5	+8.8
Explosives.....	123.0	+5.5	-18.9	121.1	+2.9	-19.7	16.36	+3.4	-3.4	39.4	+3.0	-8.6	68.9	-5	+6.1
Fertilizers.....	118.0	+5	-14.6	116.7	+2.9	-17.9	27.11	+2.4	-2.4						
Paints and varnishes.....															
Rayon and allied products.....	303.1	-9.3	-19.8	250.3	-13.3	-28.6	21.21	-4.4	-11.0	32.6	-4.9	-17.9	65.0	+5	+8.8
Soap.....	93.8	-2.3	-12.8	108.6	-3.0	-6.8	28.54	-6	-6.9	38.5	-1.5	-3.6	75.1	+7	+10.9
Petroleum refining.....	117.5	-2	-3.7	133.8	-1.2	-2.3	34.57	-0	+1.4	36.0	-7	-8	96.8	-2	+2.0
Rubber products.....	72.7	-3	-24.8	61.7	+1.8	-38.5	32.47	+2.2	-18.1	30.1	+1.9	-19.5	76.7	-4	+1.9
Rubber boots and shoes.....	53.9	-1.5	-29.1	38.1	-5.5	-44.2	17.72	-4.1	-21.3	29.3	-4.3	-24.5	60.5	+3	+5.4
Rubber goods, other than boots, shoes, tires, and inner tubes.....	108.9	+9	-26.0	98.6	+3	-34.6	20.70	-6	-11.7	35.0	+1.0	-14.7	59.3	-5	+1.1
Rubber tires and inner tubes.....	63.0	-7	-22.6	54.6	+4.2	-39.7	25.21	+5.0	-22.1	26.6	+4.8	-23.2	94.6	-3	+1.6
Coal mining:															
Anthracite ¹	57.0	-3.8	-12.5	39.0	-17.6	-43.9	22.26	-14.4	-35.9	23.5	-16.0	-43.7	92.7	+0.6	+12.3
Bituminous ¹	85.7	-8.0	-4.5	56.0	-18.1	-11.9	17.36	-11.0	-7.8	19.8	-11.2	-8.6	86.9	+1	-1.2
Metalliferous mining.....	61.3	-1.2	-19.6	53.4	-5.3	-30.5	26.98	-4.1	-13.5	40.0	-3.7	-7.3	67.6	-5	-6.6
Quarrying and nonmetallic mining.....	41.7	+7.3	-21.5	33.9	+12.2	-29.5	20.55	+4.6	-10.3	37.8	+3.3	-14.2	54.2	+1.1	+4.2
Crude-petroleum producing.....	73.8	+2	-2.6	68.0	+1	+5	34.28	-2	+3.2	39.9	-9	-6	84.3	+3	+3.1
Public utilities:															
Telephone and telegraph ¹	74.8	-1	-2.4	91.6	-1.1	+6.2	31.30	-9	+8.7	39.4	+1.0	+6	84.2	-1.6	+7.6
Electric light and power and manufactured gas ¹	91.8	-2	-1.4	97.5	-1.1	+2.1	33.45	-9	+3.6	40.0	-1.0	-2.8	83.9	+1	+6.6
Electric-railroad and motorbus operation and maintenance ¹	71.1	+4	-2.4	70.0	+2	+1.0	32.21	-2	+3.5	45.1	-5	-2.8	70.4	(²)	+6.8
Trade:															
Wholesale ¹	88.5	-7	-3.7	74.6	-1	-1.1	29.59	+6	+2.7	42.6	+7	-1.7	69.8	+4	+4.2
Retail ¹	88.2	+6.4	-7	72.2	+5.2	+4	21.09	-1.1	+1.1	42.6	-2	-1.6	54.5	-2	+4.1
General merchandising ¹	101.0	+11.6	+1.4	89.4	+8.7	+4	17.66	-2.5	-1.0	39.5	+1.2	+6	47.6	-2.4	-5
Other than general merchandising ¹	84.9	+4.7	-1.4	68.6	+4.4	+5	23.98	-4	+1.9	43.6	-5	-2.0	56.6	+6	+5.3
Hotels (year-round) ¹	93.5	(²)	-2.7	80.5	-5	-2	14.87	-6	+2.6	46.9	-1.0	-3.6	31.6	+8	+5.0
Laundries ¹	95.3	+5	-3.0	80.7	+2.6	+4	17.24	+2.1	+3.5	42.1	+8	-2.6	41.2	+1.2	+6.8
Dyeing and cleaning ¹	111.8	+13.5	+2.4	87.2	+27.9	+8.9	21.58	+12.6	+6.3	44.1	+9.4	-9	49.1	+3.1	+7.7
Brokers ¹	(²)	-2.0	-19.6	(²)	-3.4	-24.7	34.47	-1.4	-6.4	(²)	(²)	(²)	(²)	(²)	(²)
Insurance ¹	(²)	+2	+2.5	(²)	-3	-1.5	36.75	-5	-3.9	(²)	(²)	(²)	(²)	(²)	(²)
Building construction.....	(²)	+5.5	-25.4	(²)	+7.3	-24.2	28.66	+1.8	+1.7	31.4	+1.9	-7.3	90.9	-1.0	+9.3

¹ Average weekly earnings are computed from figures furnished by all reporting establishments. Average hours and average hourly earnings are computed from data supplied by a smaller number of establishments as all reporting firms do not furnish man-hours. Percentage changes over year are computed from indexes. Percentage changes over month in average weekly earnings for the manufacturing groups, for all manufacturing industries combined, and for retail trade are also computed from indexes.

² Less than 1/10 of 1 percent.

³ Indexes adjusted to 1935 census.

January 1938 issue of this pamphlet.

⁴ Average weekly earnings, hourly earnings, and hours not strictly comparable with figures published in pamphlets prior to January 1938 as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

⁵ Cash payments only; the additional value of board, room, and tips cannot be computed.

⁶ Not available.

Comparable series back to January 1929 presented in

TREND OF INDUSTRIAL AND BUSINESS EMPLOYMENT, BY STATES

A comparison of employment and pay rolls, by States and geographic divisions, in March and April 1938, is shown in table 2 for all groups combined, and for all manufacturing industries combined based on data supplied by reporting establishments. The percentage changes shown, unless otherwise noted, are unweighted—that is, the industries included in the manufacturing group and in the grand total have not been weighted according to their relative importance.

The totals for all manufacturing industries combined include figures for miscellaneous manufacturing industries in addition to the 89 manufacturing industries presented in table 1. The totals for all groups combined include all manufacturing industries, each of the nonmanufacturing industries presented in table 1 (except building construction), and seasonal hotels.

TABLE 2.—Comparison of Employment and Pay Rolls in Identical Establishments in March and April 1938, by Geographic Divisions and by States

[Figures in italics are not compiled by the Bureau of Labor Statistics, but are taken from reports issued by cooperating State organizations]

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll April 1938	Percentage change from March 1938	Amount of pay roll (1 week) April 1938	Percentage change from March 1938	Number of establishments	Number on pay roll April 1938	Percentage change from March 1938	Amount of pay roll (1 week) April 1938	Percentage change from March 1938
				<i>Dollars</i>					<i>Dollars</i>	
New England.....	13,697	785,410	-0.9	16,913,819	-3.4	3,616	524,284	-3.1	10,446,884	-6.8
Maine.....	808	48,105	-7.1	951,362	-7.2	290	38,171	-9.3	716,581	-9.5
New Hampshire.....	619	33,974	-2.4	656,522	-5.3	204	26,976	-3.7	494,115	-7.5
Vermont.....	463	14,436	-5	312,496	-1.2	150	8,320	-2.6	172,604	-3.8
Massachusetts.....	¹ 8,136	431,811	+4	9,749,701	-1.2	1,791	245,248	-2.5	5,061,525	-4.7
Rhode Island.....	1,243	77,806	-9	1,567,644	-3.9	429	58,845	-2.6	1,107,388	-6.2
Connecticut.....	2,428	179,278	-1.8	3,676,093	-7.6	752	148,724	-2.5	2,894,671	-9.8
Middle Atlantic.....	32,579	1,987,677	-9	49,828,877	-2.8	5,462	1,076,507	-2.3	25,586,366	-4.1
New York.....	21,046	902,985	+1	24,588,840	-1.3	² 2,319	397,074	-2.3	10,268,408	-4.6
New Jersey.....	4,254	319,715	-1.0	7,920,653	-2.3	³ 844	228,840	-1.8	5,571,603	-3.2
Pennsylvania.....	7,279	764,977	-1.9	17,319,384	-5.0	² 2,299	450,593	-1.9	9,746,355	-3.2
East North Central.....	25,429	1,907,080	-2.0	46,916,625	-1.6	8,636	1,388,646	-3.7	34,056,684	-2.5
Ohio.....	7,501	522,867	-1.4	12,111,237	-2.2	2,560	373,668	-3.0	8,628,200	-3.4
Indiana.....	² 856	228,529	-2.4	6,149,570	-1.8	1,047	176,569	-4.5	3,986,136	-2.9
Illinois.....	⁵ 6,763	563,252	-1.1	14,269,009	-2.0	² 2,483	374,124	-2.5	9,269,576	-3.4
Michigan.....	3,911	367,256	-5.0	9,990,936	-2	1,001	311,114	-6.3	8,474,921	-4
Wisconsin.....	⁶ 4,398	225,176	-5	5,395,878	-1.8	⁷ 1,545	154,171	-1.4	3,698,051	-2.8
West North Central.....	12,058	420,790	-1	9,888,131	-8	2,670	207,480	-2.1	4,915,185	-2.6
Minnesota.....	2,534	103,802	+1	2,599,237	-9	660	48,323	-3.2	1,242,224	-2.9
Iowa.....	1,747	59,784	-2	1,380,685	-9	423	33,769	-1.8	812,523	-2.8
Missouri.....	2,980	161,203	-1.2	3,676,557	-1.8	878	87,577	-2.8	1,889,608	-3.9
North Dakota.....	441	4,195	+1.8	102,372	+1.9	55	612	+3.6	17,103	+4.5
South Dakota.....	443	7,658	+2.4	191,698	+8	38	2,293	-1.2	53,720	-1.3
Nebraska.....	1,435	29,382	+2.1	652,655	+2.5	155	9,429	+7	236,206	+2.6
Kansas.....	⁸ 2,478	54,766	+2.8	1,284,927	-8	461	25,477	+7	665,801	+1

See footnotes at end of table.

TABLE 2.—Comparison of Employment and Pay Rolls in Identical Establishments in March and April 1938, by Geographic Divisions and by States—Continued

[Figures in italics are not compiled by the Bureau of Labor Statistics, but are taken from reports issued by cooperating State organizations]

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll April 1938	Percentage change from March 1938	Amount of pay roll (1 week) April 1938	Percentage change from March 1938	Number of establishments	Number on pay roll April 1938	Percentage change from March 1938	Amount of pay roll (1 week) April 1938	Percentage change from March 1938
				<i>Dollars</i>					<i>Dollars</i>	
South Atlantic.....	11,087	819,177	-2.0	14,717,442	-4.2	2,937	542,597	-2.8	8,960,137	-4.3
Delaware.....	214	13,435	-1.1	309,983	-3.2	85	9,481	-2.9	212,700	-5.9
Maryland.....	1,631	128,807	+ .8	2,891,976	- .9	628	87,353	-(10)	1,894,507	-2.6
District of Columbia.....	1,057	38,695	+3.5	989,803	+2.1	37	3,307	+2.3	111,332	+2.1
Virginia.....	2,108	112,184	-1.0	2,021,267	-3.0	470	76,379	-2.4	1,342,655	-3.6
West Virginia.....	1,263	135,263	-5.0	2,785,974	-10.1	259	49,222	-4.7	1,079,623	-5.3
North Carolina.....	1,544	160,017	-1.8	2,315,190	-3.4	651	145,155	-2.6	2,068,038	-3.4
South Carolina.....	742	76,272	-1.2	1,007,334	-3.5	212	68,785	-1.3	871,011	-3.9
Georgia.....	1,439	105,569	-2.6	1,534,232	-4.9	386	80,570	-4.1	1,023,294	-7.4
Florida.....	1,089	48,935	-8.1	861,683	-6.2	209	22,345	-8.6	356,977	-6.7
East South Central.....	5,279	278,664	-2.0	4,719,961	-4.4	1,088	162,000	-2.9	2,648,977	-4.3
Kentucky.....	1,372	79,310	-3.7	1,411,851	-5.5	304	30,917	-2.9	588,045	-2.1
Tennessee.....	1,421	94,140	- .2	1,561,052	-3.7	384	66,100	-1.4	1,004,928	-5.7
Alabama.....	1,862	85,919	-1.8	1,459,394	-3.5	299	52,999	-3.6	833,940	-3.0
Mississippi.....	624	19,295	-4.2	287,664	-6.8	101	11,984	-7.5	162,064	-8.7
West South Central.....	6,190	234,277	- .1	5,278,993	-1.2	1,400	110,382	-1.3	2,369,988	-2.7
Arkansas.....	1,064	29,773	- .6	509,764	- .8	293	17,886	- .8	288,335	+ .2
Louisiana.....	1,054	54,096	+ .3	1,057,187	-2.0	251	30,119	-1.2	551,995	-5.3
Oklahoma.....	1,397	42,439	+ .1	1,043,938	-2.5	145	11,371	-2.2	265,812	-7.8
Texas.....	2,675	107,969	- .4	2,668,094	- .6	711	51,006	-1.4	1,263,846	- .9
Mountain.....	4,280	119,411	+ .4	2,976,178	-1.2	588	32,648	+1.5	808,442	-1.2
Montana.....	647	16,716	+1.5	479,646	-2.4	86	4,423	+3.3	115,176	-1.1
Idaho.....	464	9,738	+3.7	248,003	+1.3	56	2,616	+16.5	62,174	+10.4
Wyoming.....	329	8,689	- .8	223,372	-3.2	42	1,605	- .6	52,797	-1.0
Colorado.....	1,256	39,397	- .6	937,930	-1.8	189	12,798	-1.0	310,867	-6.1
New Mexico.....	306	6,970	+1.6	138,716	+2.9	32	1,020	+5.6	18,285	+33.4
Arizona.....	466	14,541	- .8	377,454	- .6	41	2,786	-2.7	66,506	-1.0
Utah.....	622	20,329	+ .4	483,943	- .8	124	6,622	+2.1	160,015	+1.0
Nevada.....	190	3,031	+1.8	87,114	-1.5	18	778	+1.7	22,622	+4.9
Pacific.....	9,904	431,116	+1.4	12,059,236	+1.4	2,598	222,129	+ .8	5,974,398	+1.8
Washington.....	2,942	87,879	- .8	2,284,108	- .8	564	46,934	-2.5	1,182,002	-3.1
Oregon.....	1,394	46,850	+ .9	1,200,792	- .8	315	26,837	+1.0	659,017	-1.6
California.....	5,568	296,387	+2.2	8,574,336	+2.3	1,719	148,358	+1.9	4,133,379	+3.8

¹ Includes banks and trust companies, construction, municipal, agricultural, and office employment, amusement and recreation, professional services, and trucking and handling.² Includes laundering and cleaning, and water, light, and power³ Includes laundries.⁴ Weighted percentage change.⁵ Includes automobile and miscellaneous services, restaurants, and building and contracting.⁶ Includes construction but not public works.⁷ Does not include logging.⁸ Includes financial institutions, miscellaneous services, and restaurants.⁹ Weighted percentage change including hired farm labor.¹⁰ Less than 1/10 of 1 percent.¹¹ Includes automobile dealers and garages, and sand, gravel, and building stone.¹² Includes banks, insurance, and office employment.

INDUSTRIAL AND BUSINESS EMPLOYMENT IN PRINCIPAL METROPOLITAN AREAS

A comparison of employment and pay rolls in March and April 1938 is made in table 5 for 13 metropolitan areas which had a population of 500,000 or over in 1930. Cities within these areas, but having a population of 100,000 or over are not included as data concerning them are tabulated separately and are available on request. Footnotes to the table indicate which cities are excluded. The figures represent reports from cooperating establishments and cover both full- and part-time workers in the manufacturing and nonmanufacturing industries presented in table 3 with the exception of building construction, and include also miscellaneous industries.

TABLE 3.—Comparison of Employment and Pay Rolls in Identical Establishments, March and April 1938, by Principal Metropolitan Areas

Metropolitan area	Number of establishments	Number on pay roll, April	Percentage change from March	Amount of pay roll (1 week), April	Percentage change from March
New York ¹	14,916	509,309	(²)	\$15,787,850	-1.1
Chicago ³	4,446	427,924	-1.3	11,475,567	-1.7
Philadelphia ⁴	1,991	191,576	-1.3	4,883,909	-3.3
Detroit	1,715	223,860	-4.3	6,627,047	+1.6
Los Angeles ⁵	2,967	151,039	+1.8	4,277,379	+1.8
Cleveland	1,788	117,465	-1.4	2,866,927	+1.5
St. Louis	1,504	121,364	-2.2	2,859,196	-2.1
Baltimore	1,217	102,346	+1.3	2,321,212	(²)
Boston ⁶	1,496	100,806	+1.5	2,671,586	+1.1
Pittsburgh	1,054	166,174	-3.3	3,906,895	-2.9
San Francisco ⁷	1,698	82,004	-1.1	2,412,072	-1.1
Buffalo	877	57,175	+2.5	1,465,294	+1.6
Milwaukee	1,146	96,702	-1.5	2,473,556	-1.6

¹ Does not include Elizabeth, Jersey City, Newark, or Paterson, N. J.; nor Yonkers, N. Y.

² Less than 1/10 of 1 percent.

³ Does not include Gary, Ind.

⁴ Does not include Camden, N. J.

⁵ Does not include Long Beach, Calif.

⁶ Figures relate to city of Boston only.

⁷ Does not include Oakland, Calif.

Building Operations

SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, MAY 1938 ¹

THERE was an increase of 4.2 percent in the value of permits issued for new residential buildings in May in 2,137 identical cities for which reports were received in April and May. In contrast with the increase in residential permit valuation, there was a decrease of 33.7 percent in the value of new nonresidential construction and of 13.1 percent in the value of additions, alterations, and repairs. For all classes of construction a decrease of 12.2 percent was shown in May.

When compared with May 1937, the value of permits issued in May 1938 for all classes of construction in 1,633 cities reporting in May of both years dropped 20.6 percent. The most marked decrease (36.8 percent) occurred in new nonresidential construction. Additions, alterations, and repairs declined 21.0 percent, and new residential construction registered the smallest decrease, a drop of 9.5 percent. While there was a decrease in permit valuations of new residential buildings when May 1938 was compared with May 1937, there was actually an increase of 1.4 percent in the number of family-dwelling units to be provided, indicating that attempts were being made to meet the demand for lower-cost housing.

Comparison of May 1938 with April 1938

A summary of building construction in 2,137 identical cities in April and May 1938 is given in table 1.

TABLE 1.—*Summary of Building Construction for Which Permits Were Issued in 2,137 Identical Cities, April and May 1938*

Class of construction	Number of buildings			Permit valuation		
	May 1938	April 1938	Percentage change	May 1938	April 1938	Percentage change
All construction.....	62,330	61,271	+1.7	\$120,466,345	\$137,132,108	-12.2
New residential.....	14,155	12,603	+11.8	63,603,231	61,095,263	+4.2
New nonresidential.....	10,828	10,953	-1.1	29,916,943	45,101,521	-33.7
Additions, alterations, and repairs.....	37,347	37,655	-.8	26,886,171	30,935,324	-13.1

¹ More detailed information by geographic divisions and individual cities is given in a separate pamphlet entitled "Building Construction, May 1938," copies of which will be furnished upon request.

Comparison of May 1938 with May 1937

Table 2 presents a summary of the number of buildings and value of permits issued in 1,633 identical cities in May 1938 compared with the corresponding month of 1937.

TABLE 2.—*Summary of Building Construction for Which Permits Were Issued in 1,633 Identical Cities, May 1937 and May 1938*

Class of construction	Number of buildings			Permit valuation		
	May 1938	May 1937	Per-centage change	May 1938	May 1937	Per-centage change
All construction.....	61,096	66,838	-8.6	\$117,967,324	\$148,583,458	-20.6
New residential.....	13,692	13,200	+3.7	62,115,801	68,624,425	-9.5
New nonresidential.....	10,539	12,051	-12.5	29,255,718	46,305,253	-36.8
Additions, alterations, and repairs.....	36,865	41,587	-11.4	26,595,805	33,653,780	-21.0

A summary of permit valuations of housekeeping dwellings and the number of families provided for in new dwellings in 2,137 identical cities having a population of 1,000 and over, is shown in table 3 for May compared with April 1938.

TABLE 3.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,137 Identical Cities, April and May 1938*

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for in new dwellings		
	May 1938	April 1938	Per-centage change	May 1938	April 1938	Per-centage change
All types.....	\$63,251,281	\$60,557,889	+4.4	17,103	16,354	+4.6
1-family.....	53,071,712	46,828,127	+13.3	13,267	11,788	+12.5
2-family ¹	2,809,400	2,849,261	-1.4	1,039	1,137	-8.6
Multifamily ²	7,370,169	10,880,501	-32.3	2,797	3,429	-18.4

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Table 4 shows a comparison of the value of permits issued for housekeeping dwellings and the number of families provided for in new dwellings in 1,633 identical cities with a population of 2,500 and over in May 1938 with the corresponding month of the preceding year.

TABLE 4.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 1,633 Identical Cities, May 1937 and May 1938*

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for in new dwellings		
	May 1938	May 1937	Per-centage change	May 1938	May 1937	Per-centage change
All types.....	\$61,714,351	\$66,975,400	-7.9	16,601	16,379	+1.4
1-family.....	51,656,982	54,261,716	-4.8	12,831	12,249	+4.8
2-family ¹	2,726,300	2,969,456	-8.2	1,003	1,042	-3.7
Multifamily ²	7,331,069	9,744,228	-24.8	2,767	3,088	-10.4

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Analysis by Size of City, May 1938

Table 5 shows the value of permits issued for building construction in May 1938 compared with April 1938 and May 1937, by size of city and by class of construction.

TABLE 5.—Permit Valuation of Building Construction, by Size of City, May 1938

Size of city	Number of cities	Total construction			New residential buildings		
		Permit valuation, May 1938	Percentage change from—		Permit valuation, May 1938	Percentage change from—	
			April 1938	May 1937		April 1938	May 1937
Total, all reporting cities.....	2, 137	\$120, 466, 345	—12. 2	—20. 6	\$63, 663, 231	+4. 2	—9. 5
500,000 and over.....	14	36, 485, 959	—13. 9	—25. 9	18, 744, 743	+1. 2	—1. 8
100,000 and under 500,000.....	79	29, 014, 128	+4. 4	—3. 8	13, 926, 436	+9. 6	+2. 1
50,000 and under 100,000.....	98	11, 790, 660	—37. 4	—32. 5	5, 886, 764	+1. 8	—9. 4
25,000 and under 50,000.....	162	12, 133, 372	—9. 3	—13. 5	6, 315, 618	+1. 6	—13. 4
10,000 and under 25,000.....	433	15, 996, 288	—5. 0	—18. 8	9, 247, 626	+8. 2	—17. 2
5,000 and under 10,000.....	384	7, 908, 320	+8. 7	—26. 5	4, 958, 693	+9. 1	—31. 7
2,500 and under 5,000.....	463	4, 638, 597	—42. 4	—35. 6	3, 035, 921	—6. 3	—17. 1
1,000 and under 2,500.....	504	2, 499, 021	—3. 4	-----	1, 547, 430	+1. 9	-----

Size of city	New nonresidential buildings			Additions, alterations, and repairs			Population (census of 1930)
	Permit valuation, May 1938	Percentage change from—		Permit valuation, May 1938	Percentage change from—		
		April 1938	May 1937		April 1938	May 1937	
Total, all reporting cities.....	\$29, 916, 943	—33. 7	—36. 8	\$26, 886, 171	—13. 1	—21. 0	60, 478, 451
500,000 and over.....	8, 246, 449	—38. 4	—53. 5	9, 494, 767	—9. 1	—23. 7	21, 449, 853
100,000 and under 500,000.....	7, 668, 676	—6. 9	—2	7, 419, 016	+8. 3	—16. 1	15, 017, 880
50,000 and under 100,000.....	3, 505, 543	—58. 3	—54. 0	2, 398, 353	—48. 4	—28. 3	6, 499, 274
25,000 and under 50,000.....	2, 981, 401	—25. 0	—8. 9	2, 836, 353	—11. 2	—18. 1	5, 725, 516
10,000 and under 25,000.....	4, 052, 792	—13. 4	—23. 5	2, 695, 870	—25. 4	—16. 6	6, 623, 973
5,000 and under 10,000.....	1, 784, 453	+22. 1	—9. 0	1, 165, 174	—8. 4	—24. 3	2, 701, 735
2,500 and under 5,000.....	1, 016, 404	—75. 9	—63. 0	586, 272	—1. 5	—26. 0	1, 653, 587
1,000 and under 2,500.....	661, 225	—9. 7	-----	290, 366	—9. 1	-----	806, 633

¹ Based on 1,633 reporting cities.

The permit valuation of housekeeping dwellings in the 2,137 identical cities reporting for April and May 1938, together with the number of family-dwelling units provided in new dwellings, by size of city, is given in table 6.

TABLE 6.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,137 Identical Cities, by Size of City, April and May 1938*

Size of city	Permit valuation of house-keeping dwellings			Number of families provided for in—							
	May 1938	April 1938	Per- cent- age change	All types		1-family dwellings		2-family dwellings ¹		Multi family dwellings ²	
				May 1938	April 1938	May 1938	April 1938	May 1938	April 1938	May 1938	April 1938
Total, all reporting cities.....	\$63, 251, 281	\$60, 557, 889	+4. 4	17, 103	16, 354	13, 267	11, 788	1, 039	1, 137	2, 797	3, 429
500,000 and over.....	18, 654, 743	18, 387, 958	+1. 5	4, 535	4, 578	3, 331	2, 578	254	287	950	1, 713
100,000 and under 500,000.....	13, 913, 136	12, 605, 786	+10. 4	4, 121	3, 523	2, 650	2, 622	287	270	1, 184	631
50,000 and under 100,000.....	5, 871, 264	5, 731, 383	+1. 9	1, 553	1, 629	1, 269	1, 142	137	197	147	290
25,000 and under 50,000.....	6, 285, 618	6, 204, 094	+1. 3	1, 731	1, 697	1, 421	1, 177	98	105	212	415
10,000 and under 25,000.....	9, 156, 826	8, 510, 912	+7. 6	2, 439	2, 343	2, 236	2, 031	104	146	99	166
5,000 and under 10,000.....	4, 821, 293	4, 487, 264	+7. 4	1, 333	1, 256	1, 136	1, 092	62	64	135	100
2,500 and under 5,000.....	3, 011, 471	3, 071, 354	-1. 9	889	880	788	746	61	42	40	92
1,000 and under 2,500.....	1, 536, 930	1, 529, 138	+ . 5	502	448	436	400	36	26	30	22

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.*Construction During First 5 Months, 1937 and 1938*

Cumulative totals for the first 5 months of 1938 compared with the same months of the preceding year are shown in table 7. The data are based on reports received from cities having a population of 2,500 and over.

TABLE 7.—*Permit Valuation of Building Construction, First 5 Months of 1937 and of 1938, by Class of Construction*

Class of construction	Permit valuation of building construction, first 5 months of—		
	1938	1937	Percentage change
All construction.....	\$644, 630, 016	\$725, 543, 618	-11. 2
New residential.....	306, 850, 464	350, 011, 721	-12. 3
New nonresidential.....	206, 172, 601	221, 421, 300	-6. 9
Additions, alterations, and repairs.....	131, 606, 951	154, 110, 597	-14. 6

Table 8 presents the permit valuation of housekeeping dwellings and number of family-dwelling units provided in cities with a population of 2,500 and over for the first 5 months of 1937 and 1938.

TABLE 8.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for, First 5 Months of 1937 and of 1938, by Type of Dwelling*

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for		
	First 5 months of—		Per-centage change	First 5 months of		Per-centage change
	1938	1937		1938	1937	
All types.....	\$304, 967, 732	\$345, 114, 950	-11. 6	86, 063	86, 403	-0. 4
1-family.....	190, 345, 749	247, 456, 929	-23. 1	48, 522	55, 207	-12. 1
2-family ¹	13, 152, 159	14, 946, 731	-12. 0	5, 116	5, 263	-2. 8
Multifamily ²	101, 469, 824	82, 711, 299	+22. 7	32, 425	25, 933	+25. 0

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.

The information on building permits issued April and May 1938 is based on reports received by the Bureau of Labor Statistics from 2,137 identical cities having a population of 1,000 and over. The data for May 1937 and 1938 are based on reports from 1,633 identical cities with a population of 2,500 and over.

The information is collected by the Bureau of Labor Statistics from local building officials, except in the States of Illinois, Massachusetts, New Jersey, New York, North Carolina, and Pennsylvania, where the State departments of labor collect and forward the information to the Bureau. The permit valuations shown in this report are estimates made by prospective builders on applying for permits to build. No land costs are included. Only building projects within the corporate limits of the cities enumerated are included in the Bureau's tabulation. In addition to permits issued for private and municipal building construction, the statistics include the value of contracts for Federal and State buildings in the cities covered by the report. Data concerning public buildings are collected by the Bureau from the various Federal and State agencies having the power to award contracts for building construction. In May 1938 the value of these public buildings amounted to \$4,201,000; in April 1938, to \$9,283,000; and in May 1937, to \$5,202,000.

Construction From Public Funds

The value of contracts awarded and force-account work started during May 1938, April 1938, and May 1937 on construction projects financed from various Federal funds is shown in table 9.

TABLE 9.—*Value of Contracts Awarded and Force-Account Work Started on Projects Financed From Federal Funds, May 1937, April and May 1938*¹

Federal agency	Value of contracts awarded and force-account work started—		
	May 1938	April 1938 ²	May 1937 ²
Total.....	\$77,947,000	\$67,131,138	\$83,489,442
Public Works Administration:			
Federal.....	136,014	994,736	2,020,922
Non-Federal:			
N. I. R. A.....	5,402,571	4,283,664	2,830,124
E. R. A. A.....	7,918,501	17,419,241	24,238,339
Federal projects under The Works Program.....	1,891,348	12,363,162	13,459,711
Regular Federal appropriations.....	62,598,626	32,070,335	40,940,346

¹ Preliminary, subject to revision.² Revised.

The value of public-building and highway construction awards financed wholly from appropriations from State funds, as reported by the various State governments for May 1938, April 1938, and May 1937 is shown in table 10.

TABLE 10.—*Value of Public-Building and Highway-Construction Awards Financed Wholly From State Funds*

Type of project	Value of contracts		
	May 1938	April 1938	May 1937
Public building.....	\$957,437	\$1,277,407	\$1,203,212
Highway construction.....	13,571,996	8,748,603	10,916,753

Retail Prices

FOOD PRICES IN MAY 1938

THE RETAIL cost of food decreased 0.4 percent between April and May, with lower prices of dairy products as the controlling factor. Costs of four other commodity groups decreased and three advanced.

The index for May was 79.1 percent of the 1923-25 average. This was 8.5 percent lower than in May 1937, when the index was 86.5. All groups contributed to the decrease, which was accentuated by the sharp drop from the year before in prices of fruits and vegetables. Notwithstanding the advance of 26.6 percent since May 1933, costs of food were 22.8 percent lower than in the corresponding month of 1929. Indexes for these dates were 62.5 and 102.4, respectively.

Details by Commodity Groups

The cost of cereals and bakery products decreased 0.3 percent between April and May, continuing the decline of the past 10 months. The price of flour declined 1.7 percent and reached the lowest point since July 1933. The average price of white bread, which had remained unchanged at 8.9 cents per pound for almost a year, declined 0.2 percent. Lower prices were reported for five cities. The greatest decreases were 1.9 cents per pound in Omaha and 1.6 cents in Little Rock. The cost for the group as a whole was 3.2 percent below that of May 1937, due principally to the decrease of 18.2 percent in the price of flour.

Price increases of all cuts of beef advanced the cost for meats 0.4 percent. Lower prices were reported for all lamb and pork items with the exception of sliced ham, which advanced 1.3 percent. As compared with a year ago, the index for the group showed a decrease of 4.5 percent.

A decrease of 3.3 percent in the cost of dairy products reflected seasonal declines of 1.5 percent or more for all items in the group. The greatest decrease, 6.6 percent for butter, resulted from lower prices in each of the 51 cities. These decreases ranged from 0.6 percent in Los Angeles to 10.9 percent in Richmond. A drop of 1.8 percent in the average price of fresh milk was the result of lower milk prices reported from nine cities, the major decreases being 1 cent per quart for Chicago and Portland, Oreg.; 0.9 cent per quart for Buffalo,

Detroit, Louisville, and Seattle; and 0.7 cent per quart for Cleveland. The cost for the group was 3.6 percent lower than in May 1937.

Prices of eggs showed the usual seasonal upturn with an average increase of 6.3 percent for the month. Higher prices were reported from 49 cities. Two cities showed slight decreases. The index, 60.5, was 2.1 percent lower than a year ago.

The increase of 0.1 percent in the cost of fruits and vegetables was due to price advances recorded for 7 of the 13 fresh items. Potatoes advanced 0.9 percent. Other increases ranged from 0.3 percent for celery to 14.6 percent for carrots. The level for fresh fruits and vegetables was 0.3 percent higher than in April. Slightly lower prices were reported for all dried fruits and vegetables and for most of the canned items.

The cost of fruits and vegetables was 24.8 percent below the level of May 1937. Prices for potatoes declined 31.1 percent and substantial reductions were also reported for most of the other items. Advances were shown for 2 fresh vegetables (lettuce, 14.6 percent; and onions, 0.2 percent) and 3 canned items (peaches, 2.0 percent; pineapple, 2.5 percent; and asparagus, 7.7 percent).

Changes for the month in the cost of beverages and chocolate were relatively unimportant. The decrease of 0.5 percent continued the gradual decline which began in September when the price of coffee began a downward movement. The price of coffee receded 0.6 percent, reaching the lowest level of the past 25 years. Costs for the group were 4.1 percent lower than a year ago.

Slight decreases in prices of all items in the fats and oils group lowered the cost 0.9 percent. Lard prices dropped 2.1 percent. The index registered a decrease of 13.9 percent as compared with May 1937. Lower prices of all items except mayonnaise contributed to the change with lard leading with a reduction of 23.1 percent. The index for sugar and sweets, which moved downward 0.9 percent, followed the decrease of 1.2 percent in the price of granulated sugar, the most important item in the group. The cost for the group was 2.8 percent lower than a year ago.

Indexes of retail food costs for May and April 1938, together with indexes for May 1937, 1933, and 1929 are shown in the accompanying table.

Indexes of Retail Food Costs in 51 Large Cities Combined,¹ by Commodity Groups, May and April 1938 and May 1937, 1933, and 1929

[1923-25=100]

Commodity group	1938		1937 May	1933 May	1929 May
	May ²	April			
All foods.....	79.1	79.4	86.5	62.5	102.4
Cereals and bakery products.....	92.2	92.5	95.2	71.0	98.0
Meats.....	95.2	94.8	99.7	64.1	122.6
Dairy products.....	77.2	79.8	80.1	63.7	102.1
Eggs.....	60.5	56.9	61.8	44.0	80.6
Fruits and vegetables.....	62.5	³ 62.4	83.1	59.3	93.1
Fresh.....	61.1	³ 61.0	83.0	59.5	91.8
Canned.....	78.5	78.9	83.2	66.0	97.8
Dried.....	59.3	59.8	76.6	51.2	102.4
Beverages and chocolate.....	66.9	67.2	69.7	67.7	110.8
Fats and oils.....	68.0	68.6	78.9	48.0	93.5
Sugar and sweets.....	64.3	64.9	66.1	60.0	72.6

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.

² Preliminary.

³ Revised.

Wholesale Prices

WHOLESALE PRICES IN MAY 1938

THE Bureau of Labor Statistics index of wholesale commodity prices declined 0.8 percent during May to the lowest level reached since December 1934. All of the 10 major commodity groups except metals and metal products shared in the decline and it brought the all-commodity index of over 800 price series to 78.1 percent of the 1926 average.

The largest group decrease during the month, 1.6 percent, was registered for textile products. Farm products followed closely, declining 1.3 percent. Hides and leather products, building materials, and chemicals and drugs dropped 0.9 percent; fuel and lighting materials, 0.8 percent; miscellaneous commodities, 0.4 percent; foods, 0.3 percent; and housefurnishing goods, 0.1 percent. Metals and metal products, on the other hand, advanced 0.4 percent.

The indexes for most of the groups showed sharp declines from May of the previous year. Farm products decreased 24.8 percent during the year period and textile products fell 16.0 percent from the preceding May. Foods, and hides and leather products declined 14.4 percent; miscellaneous commodities, 9.2 percent; chemicals and drugs, 9.1 percent; building materials, 7.0 percent; housefurnishing goods, 2.4 percent; and fuel and lighting materials, 1.3 percent. Metals and metal products for May 1938 were 0.9 percent higher than they were for May a year ago.

Principally because of weakening prices for agricultural commodities, the raw materials group index fell 0.8 percent to a point 18.8 percent below a year ago. Semimanufactured commodity prices moved fractionally upward. The advance of 0.1 percent brought the group index, 75.4, to 13.8 percent below the level of a year ago. Fluctuations in prices of finished or manufactured commodities were less pronounced than prices of raw materials and partially processed items. Although the index dropped 0.7 percent during May, it was only 6.2 percent lower than a year ago.

Wholesale prices of nonagricultural commodities decreased 0.6 percent during the month, according to the index for "All commodities other than farm products," a drop of 7.4 percent from a year ago. Prices of industrial materials, as measured by the index for "All commodities other than farm products and foods," fell 0.5 percent and were 5.4 percent cheaper than they were a year ago.

A comparison of the May level of wholesale prices with April 1938 and May 1937 is shown in table 1.

TABLE 1.—Comparison of Index Numbers of Wholesale Prices for May 1938 with April 1938 and May 1937

Commodity group	May 1938	April 1938	Change from April 1938 to May 1938	May 1937	Change from May 1937 to May 1938
			Percent		Percent
All commodities.....	78.1	78.7	-0.8	87.4	-10.6
Farm products.....	67.5	68.4	-1.3	89.8	-24.8
Foods.....	72.1	72.3	-.3	84.2	-14.4
Hides and leather products.....	91.3	92.1	-.9	106.7	-14.4
Textile products.....	66.1	67.2	-1.6	78.7	-16.0
Fuel and lighting materials.....	76.2	76.8	-.8	77.2	-1.3
Metals and metal products.....	96.7	96.3	+.4	95.8	+.9
Building materials.....	90.4	91.2	-.9	97.2	-7.0
Chemicals and drugs.....	76.8	77.5	-.9	84.5	-9.1
Housefurnishing goods.....	87.2	87.3	-.1	89.3	-2.4
Miscellaneous.....	73.1	73.4	-.4	80.5	-9.2
Raw materials.....	70.7	71.3	-.8	87.1	-18.8
Semimanufactured articles.....	75.4	75.3	+.1	87.5	-13.8
Finished products.....	82.1	82.7	-.7	87.5	-6.2
All commodities other than farm products.....	80.3	80.8	-.6	86.7	-7.4
All commodities other than farm products and foods.....	81.6	82.0	-.5	86.3	-5.4

The number of changes within each group which influenced the movement of the all-commodity index in May is shown in table 2.

TABLE 2.—Number of Items Changing in Price From April to May 1938

Commodity group	Increases	Decreases	No change
All commodities.....	75	284	454
Farm products.....	21	42	4
Foods.....	11	74	37
Hides and leather products.....	7	16	18
Textile products.....	5	53	56
Fuel and lighting materials.....	4	10	10
Metals and metal products.....	4	19	123
Building materials.....	7	25	54
Chemicals and drugs.....	6	13	70
Housefurnishing goods.....	3	6	52
Miscellaneous.....	7	26	30

Wholesale prices of raw materials fell 0.8 percent to the lowest point reached since July 1934, and were 18.8 percent lower than a year ago. Semimanufactured commodity prices moved moderately upward. Notwithstanding the slight advance of 0.1 percent, the group index was 13.8 percent lower than it was for May 1937. The large group of finished products declined 0.7 percent and was down 6.2 percent from a year ago.

According to the index for "All commodities other than farm products" nonagricultural commodity prices slumped 0.6 percent during the month. The index for "All commodities other than farm products and foods," reflecting the movement in prices of industrial

commodities, receded 0.5 percent. Compared with a year ago, the former group was down 7.4 percent and the latter 5.4 percent.

Decreases of 5.6 percent in grains and 1.8 percent in livestock and poultry caused the farm products group index to decline 1.3 percent to the lowest point reached since July 1934. Sharp decreases were reported in prices of barley, corn, oats, rye, wheat, calves, sheep, live poultry, cotton, hops, milk, and seeds. Quotations were higher for steers, eggs, apples, lemons, oranges, sweetpotatoes, and white potatoes. The farm products index in May, 67.5, was 24.8 percent lower than it was a year ago.

Wholesale market prices of foods declined 0.3 percent to the lowest level since July 1934, largely because of decreases of 3.6 percent for dairy products, 1.8 percent for cereal products, and 0.1 percent for meats. Among the food items which averaged lower were butter, powdered milk, oatmeal, flour, hominy grits, corn meal, dried apricots, raisins, asparagus, canned string beans, lamb, cured pork, cocoa beans, cured fish, oleomargarine, pepper, and raw sugar. The fruits and vegetables subgroup rose 3.3 percent largely because of seasonal advances in prices of citrus fruits and potatoes. Coffee also averaged higher. The food index, 72.1 was down 14.4 percent from a year ago.

Lower prices for shoes and leather caused the hides and leather products group index to fall 0.9 percent during May. The hides and skins subgroup rose 1.3 percent and prices of luggage also advanced.

Pronounced decreases in prices of men's clothing, cotton goods, silk and rayon, woolen and worsted goods, hosiery and underwear, hemp, cotton twine, and sisal caused the textile products group index to decline 1.6 percent to the lowest level reached in the last 5 years.

As a result of weakening prices for anthracite, Pennsylvania fuel oil, and gasoline, the fuel and lighting materials group index fell 0.8 percent. Average wholesale prices of bituminous coal and coke were steady.

The metals and metal products group advanced 0.4 percent largely because of rising prices for quicksilver and malleable iron castings. Motor vehicles advanced 0.2 percent due to higher prices for trucks. Nonferrous metals declined 2.7 percent. Lower prices were reported for antimony, electrolytic copper, pig lead, pig tin, and pig zinc. Scrap steel prices also declined. Agricultural implements, and plumbing and heating fixtures remained steady.

Lower prices for silica brick, ponderosa pine and gum lumber, yellow pine flooring and timbers, and doors and windows were primarily responsible for a decrease of 0.9 percent in the building materials group index. Wholesale prices of face brick and putty averaged higher; and cement and structural steel remained unchanged at the April level.

Weakening prices for fats and oils together with lower prices for grain alcohol, ground bone, and tankage and mixed fertilizers, caused

the chemicals and drugs group index to drop 0.9 percent during May.

A minor decline in wholesale prices of furnishings brought the house-furnishing goods group index down 0.1 percent to 87.2 percent of the 1926 average. Wholesale prices of furniture were firm.

Average wholesale prices of crude rubber declined 1.2 percent. Paper and pulp dropped 0.7 percent and cattle feed prices fell 0.5 percent. Cylinder oil also averaged lower and automobile tire and tube prices did not change.

Index numbers for the groups and subgroups of commodities for April and May 1938 and for May 1937 are shown in table 3.

TABLE 3.—*Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities*
[1926 = 100]

Group and subgroup	May 1938	April 1938	May 1937	Group and subgroup	May 1938	April 1938	May 1937
All commodities	78.1	78.7	87.4	Metals and metal products—			
Farm products	67.5	68.4	89.8	Continued.			
Grains.....	62.3	66.0	113.9	Motor vehicles ¹	95.8	95.6	86.9
Livestock and poultry.....	77.9	79.3	95.9	Nonferrous metals.....	68.8	70.7	91.7
Other farm products.....	62.2	62.0	79.0	Plumbing and heating.....	77.2	77.2	78.7
Foods	72.1	72.3	84.2	Building materials	90.4	91.2	97.2
Dairy products.....	69.1	71.7	73.1	Brick and tile.....	90.5	90.4	95.0
Cereal products.....	78.4	79.8	88.7	Cement.....	95.5	95.5	95.5
Fruits and vegetables.....	58.7	56.8	84.1	Lumber.....	89.3	91.1	103.0
Meats.....	82.1	82.2	95.9	Paint and paint materials.....	80.9	81.4	83.7
Other foods.....	65.4	64.5	75.2	Plumbing and heating.....	77.2	77.2	78.7
Hides and leather products	91.3	92.1	106.7	Structural steel.....	114.9	114.9	114.9
Shoes.....	102.5	104.5	106.1	Other building materials.....	94.1	94.8	101.3
Hides and skins.....	63.4	62.6	117.7	Chemicals and drugs	76.8	77.5	84.5
Leather.....	82.1	82.2	100.6	Chemicals.....	81.2	81.9	91.1
Other leather products.....	102.4	102.2	102.3	Drugs and pharmaceuticals.....	72.8	73.8	79.2
Textile products	66.1	67.2	78.7	Fertilizer materials.....	69.6	70.1	70.6
Clothing.....	82.2	84.6	87.2	Mixed fertilizers.....	69.3	69.7	72.2
Cotton goods.....	65.0	65.7	92.6	Housefurnishing goods	87.2	87.3	89.3
Hosiery and underwear.....	60.5	60.6	65.7	Furnishings.....	90.8	90.9	92.5
Silk and rayon.....	28.4	28.9	32.5	Furniture.....	83.6	83.6	86.1
Woolen and worsted goods.....	76.0	77.1	93.3	Miscellaneous	73.1	73.4	80.5
Other textile products.....	65.3	66.0	68.9	Automobile tires and tubes.....	57.4	57.4	56.4
Fuel and lighting materials	76.2	76.8	77.2	Cattle feed.....	78.6	79.0	139.9
Anthracite.....	73.8	76.0	74.2	Paper and pulp.....	86.9	87.5	94.6
Bituminous coal.....	97.5	97.5	98.5	Rubber, crude.....	24.2	24.5	44.6
Coke.....	105.5	105.5	105.1	Other miscellaneous.....	81.5	81.8	85.5
Electricity.....	(¹)	(¹)	78.8	Raw materials	70.7	71.3	87.1
Gas.....	(¹)	85.2	83.0	Semimanufactured articles	75.4	75.3	87.5
Petroleum products.....	56.4	57.5	60.9	Finished products	82.1	82.7	87.5
Metals and metal products	96.7	96.3	95.8	All commodities other than			
Agricultural implements.....	96.3	96.3	93.8	farm products.....	80.3	80.8	86.7
Farm machinery.....	97.8	97.8	95.8	All commodities other than			
Iron and steel.....	161.8	160.4	99.6	farm products and foods.....	81.6	82.0	86.3

¹ Data not available.

² Preliminary revision.

Index Numbers By Commodity Groups, 1926 to May 1938

Index numbers of wholesale prices by commodity groups, by selected years from 1926 to 1937, inclusive, and by months from May 1937 to May 1938, inclusive, are shown in table 4.

TABLE 4.—Index Numbers of Wholesale Prices, by Groups of Commodities

[1926=100]

Year and month	Farm products	Foods	Hides and leather products	Textile products	Fuel and lighting	Metals and metal products	Building materials	Chemicals and drugs	House furnishing goods	Miscellaneous	All commodities
By years:											
1926.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1929.....	104.9	99.9	109.1	90.4	83.0	100.5	95.4	94.2	94.3	82.6	95.3
1932.....	48.2	61.0	72.9	54.9	70.3	80.2	71.4	73.5	75.1	64.4	64.8
1933.....	51.4	60.5	80.9	64.8	66.3	79.8	77.0	72.6	75.8	62.5	65.9
1936.....	80.9	82.1	95.4	71.5	76.2	87.0	86.7	80.4	81.7	70.5	80.8
1937.....	86.4	85.5	104.6	76.3	77.6	95.7	95.2	83.9	89.7	77.8	86.3
By months:											
1937:											
May.....	89.8	84.2	106.7	78.7	77.2	95.8	97.2	84.5	89.3	80.5	87.4
June.....	88.5	84.7	106.4	78.2	77.5	95.9	96.9	83.6	89.5	79.4	87.2
July.....	89.3	86.2	106.7	78.3	78.1	96.1	96.7	83.9	89.7	79.0	87.9
August.....	86.4	86.7	108.1	77.1	78.4	97.0	96.3	82.2	91.1	77.3	87.5
September.....	85.9	88.0	107.6	75.3	78.7	97.1	96.2	81.4	91.1	77.0	87.4
October.....	80.4	85.5	106.7	73.5	78.5	96.4	95.4	81.2	91.0	76.2	85.4
November.....	75.7	83.1	101.4	71.2	78.2	96.8	93.7	80.2	90.4	75.4	83.3
December.....	72.8	79.8	97.7	70.1	78.4	96.3	92.5	79.5	89.7	75.0	81.7
1938:											
January.....	71.6	76.3	96.7	69.7	78.3	96.6	91.8	79.6	88.3	75.2	80.9
February.....	69.8	73.5	94.7	68.6	78.5	96.0	91.1	79.1	88.0	74.8	79.8
March.....	70.3	73.5	93.6	68.2	77.7	96.0	91.5	78.7	87.7	74.4	79.7
April.....	68.4	72.3	92.1	67.2	76.8	96.3	91.2	77.5	87.3	73.4	78.7
May.....	67.5	72.1	91.3	66.1	76.2	96.7	90.4	76.8	87.2	73.1	78.1

The price trend since 1926 is shown in table 5 for the following groups of commodities: Raw materials, semimanufactured articles, finished products, commodities other than farm products, and commodities other than farm products and foods. The list of commodities included under the classifications "Raw materials," "Semimanufactured articles," and "Finished products" was given in the December 1937 issue of the Wholesale Price pamphlet.

TABLE 5.—Index Numbers of Wholesale Prices, by Special Groups of Commodities

[1926=100]

Year and month	Raw materials	Semimanufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods	Year and month	Raw materials	Semimanufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods
1926.....	100.0	100.0	100.0	100.0	100.0	1937—Continued.					
1929.....	97.5	93.9	94.5	93.3	91.6	September.....	84.4	85.3	89.1	87.6	85.9
1932.....	55.1	59.3	70.3	68.3	70.2	October.....	80.7	82.5	88.1	86.4	85.1
1933.....	56.5	65.4	70.5	69.0	71.2	November.....	77.2	79.8	86.7	84.8	84.3
1936.....	79.9	75.9	82.0	80.7	79.6	December.....	75.4	77.7	85.3	83.5	83.6
1937.....	84.8	85.3	87.2	86.2	85.3	1938:					
1937:						January.....	74.9	76.9	84.3	82.8	83.5
May.....	87.1	87.5	87.5	86.7	86.3	February.....	73.6	76.1	83.3	81.9	83.0
June.....	86.1	86.8	87.7	86.8	86.1	March.....	73.2	75.6	83.4	81.6	82.6
July.....	86.5	87.0	88.8	87.5	86.3	April.....	71.3	75.3	82.7	80.8	82.0
August.....	84.8	86.6	89.0	87.6	86.1	May.....	70.7	75.4	82.1	80.3	81.6

Weekly Fluctuations

Aside from a slight upward tendency caused by advancing prices of farm products and foods between the weeks ended May 14 and 21, the all-commodity index fell steadily throughout May.

After declining early in May farm product prices steadied toward midmonth, rose sharply during the week ended May 21, and remained firm until May 28 when they again turned sharply downward. Wholesale prices of foods fluctuated in much the same manner as did farm products between the weeks ended April 30 and May 28. The hides and leather products, textile goods, and chemicals and drugs groups registered sharp price declines during the 4-week period. Fuel and lighting materials, metals and metal products, building materials, and miscellaneous commodities also averaged lower, but the decreases in these groups were less pronounced. The housefurnishing goods group remained steady from the last week of April to the week ended May 28. Largely as a result of higher prices of agricultural commodities toward mid-May, the raw materials group registered a net gain of 0.8 percent between April 30 and May 28. Weakening prices for partially processed commodities, such as oils, raw sugar, rayon yarns, nonferrous metals, naval stores, and wood pulp, caused a sharp decline in the semimanufactured commodities group index from May 21 to 28. The indexes for the 3 large groups, "Finished products," "All commodities other than farm products," and "All commodities other than farm products and foods," varied moderately with a tendency toward lower levels.

Weekly variations in the major group classifications during April are shown by the index numbers in table 6.

TABLE 6.—Weekly Index Numbers of Wholesale Prices, by Commodity Groups, April and May 1938

[1926=100]

Commodity group	May 28, 1938	May 21, 1938	May 14, 1938	May 7, 1938	Apr. 30, 1938	Apr. 23, 1938	Apr. 16, 1938	Apr. 9, 1938	Apr. 2, 1938
All commodities.....	78.1	78.2	77.8	77.9	78.3	78.6	78.6	78.5	78.8
Farm products.....	68.8	68.8	67.4	67.4	67.8	69.1	68.9	68.1	68.8
Foods.....	73.0	72.9	71.5	71.4	71.9	72.2	72.3	72.2	72.6
Hides and leather products.....	91.6	91.7	92.3	92.2	93.0	92.6	92.0	92.5	93.4
Textile products.....	65.8	66.0	66.1	66.1	66.5	66.7	67.0	67.0	67.1
Fuel and lighting materials.....	76.5	76.6	76.8	77.1	77.2	77.3	77.5	77.6	78.1
Metals and metal products.....	95.7	96.3	96.3	96.3	96.4	95.9	95.9	95.9	96.0
Building materials.....	90.9	90.4	90.9	90.9	91.7	91.0	91.1	91.2	90.2
Chemicals and drugs.....	76.0	76.4	76.7	77.0	77.1	77.3	77.5	77.3	77.6
Housefurnishing goods.....	88.6	88.6	88.6	88.6	88.6	88.7	88.7	88.7	89.5
Miscellaneous.....	72.7	73.1	73.1	73.0	73.3	73.3	73.1	73.1	73.4
Raw materials.....	71.2	71.2	70.4	70.3	70.6	71.5	71.3	70.9	71.6
Semimanufactured articles.....	73.3	74.6	74.8	74.9	75.1	74.6	74.1	74.5	74.8
Finished products.....	82.5	82.5	82.2	82.4	82.8	82.9	83.0	83.1	83.2
All commodities other than farm products.....	80.2	80.4	80.2	80.2	80.6	80.7	80.7	80.8	81.0
All commodities other than farm products and foods.....	81.5	81.7	81.9	82.0	82.2	82.1	82.1	82.2	82.4

Monthly Average Wholesale Prices and Index Numbers of Individual Commodities

The table showing average wholesale prices and index numbers of individual commodities formerly appearing monthly in this report is now published semiannually in the June and December issues. The June 1938 issue will show the data for the year 1937 and for the first 6 months of 1938. The monthly figures will be furnished currently upon request.

Commodity		1937		1938	
		Jan.	Dec.	Jan.	Dec.
All commodities		100.0	100.0	100.0	100.0
Agriculture		100.0	100.0	100.0	100.0
Manufactures		100.0	100.0	100.0	100.0
Nonferrous metals		100.0	100.0	100.0	100.0
Ferrous metals		100.0	100.0	100.0	100.0
Textiles		100.0	100.0	100.0	100.0
Chemicals		100.0	100.0	100.0	100.0
Fuels		100.0	100.0	100.0	100.0
Foodstuffs		100.0	100.0	100.0	100.0
Housing		100.0	100.0	100.0	100.0
Transportation		100.0	100.0	100.0	100.0
Communication		100.0	100.0	100.0	100.0
Government		100.0	100.0	100.0	100.0
Miscellaneous		100.0	100.0	100.0	100.0

Cost of Living

CHANGES IN COST OF LIVING IN THE UNITED STATES, MARCH 15, 1938

THE cost of living for families of wage earners and lower-salaried workers in 32 large cities of the United States declined 1.8 percent during the 3-month period ending March 15, 1938.

Food prices were largely responsible for this decline, although the cost of housefurnishing goods, clothing, and miscellaneous items contributed to the general decrease. Rents and fuel and light costs showed a slight increase over December 15, 1937.

The Bureau of Labor Statistics' index of the cost of all goods purchased by wage earners and lower-salaried workers in the 32 cities combined, based on costs in 1923-25 as 100, was 83.0 in March as compared with 84.5 in December. Costs were 0.9 percent lower than they were a year earlier and 16.7 percent lower than in December 1929. They were 11.4 percent higher than at the low point in June 1933.

A decline in living costs during the quarter was reported for each of the 32 cities included in the Bureau of Labor Statistics' survey. In four cities, the decreases were greater than 2 percent—New York 2.8 percent, Boston 2.5 percent, Jacksonville 2.4 percent, and Atlanta 2.2 percent.

Food costs, the largest single item in the workingman's budget, were 4.9 percent lower in March than in December in the cities covered by the survey. Of the 32 cities from which data on living costs are received, all reported that food costs were at least 2 percent lower at the end than at the beginning of the quarter. In five cities, the level of food prices was more than 5 percent lower in March than in December—in New York 7.1 percent, in Atlanta 6.7 percent, in Birmingham 6.1 percent, in Boston 6.0 percent, and in Chicago 5.1 percent. Virtually all foods declined in cost. The drop in meat prices, which began in September 1937 and continued through February 1938, contributed most to the decline. Despite the 2.5 percent advance between February and March, meat costs in March were still more than 5 percent below the December 1937 level.

Clothing costs in March were on the average 1.4 percent lower than in December, reflecting declines in 31 of the 32 cities. Five cities reported declines of 2 percent or more—2.7 percent in New York,

2.4 percent in Buffalo, 2.3 percent in Jacksonville, 2.2 percent in St. Louis, and 2.0 percent in Chicago. The increase of 1.8 percent in Philadelphia was the result of the imposition of a city sales tax, which became effective March 1.

Rents, on the average, were 0.1 percent higher at the end of the quarter than at the beginning, reflecting increases in 20 cities and decreases in 12. In no case was an increase of as much as 1 percent reported. The steady upward trend in rental costs in Detroit, which began early in 1934, was broken during the quarter, when a decline of 1.4 percent was reported. Detroit was the only city in which rents dropped more than 1 percent.

The average increase of 0.7 percent in fuel and light costs was the result of increases in 19 cities and declines in 10 cities. Three cities reported no change. Fuel and light costs increased 3.3 percent in Chicago, largely as a result of an increase in the cost of gas, following the introduction of a new rate schedule. The 2.4-percent increase in fuel costs in Indianapolis was caused by the higher retail price of bituminous coal. St. Louis reported the largest decline (1.1 percent), due to a drop in prices for bituminous coal.

The cost of housefurnishing goods declined in each of the 32 cities. The average drop for the cities covered was 2.4 percent. In Buffalo and Cleveland the cost of this group of items in March was more than 4 percent below the December 15, 1937, cost. General declines were noted in the prices for rugs, suites of furniture, and sheets.

The cost of items included in the miscellaneous group, which is made up primarily of services, declined 0.1 percent on the average. Decreases occurred in 21 cities, increases in 11. The city reporting the largest decline was Jacksonville, where a drop of 2.4 percent occurred due to the lowered cost of laundry service and of bus fares.

Percentage changes in the cost of goods purchased by wage earners and lower-salaried workers in 32 large cities of the United States, December 15, 1937, to March 15, 1938, are shown in table 1.

TABLE 1.—Percentage Change From Dec. 15, 1937, to Mar. 15, 1938, in Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers

City	All items	Food	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
Average: 32 large cities.....	-1.8	¹ -4.9	-1.4	+0.1	+0.7	-2.4	-0.1
New England:							
Boston.....	-2.5	-6.0	-1.3	-1	+1	-2.8	-3
Portland, Maine.....	-1.6	-4.7	-7	+4	+1.1	-1.7	-1
Middle Atlantic:							
Buffalo.....	-1.7	-4.6	-2.4	-1	(²)	-4.5	+9
New York.....	-2.8	-7.1	-2.7	+2	-1	-2.9	-1
Philadelphia.....	-9	-4.6	+1.8	+3	+1.6	-6	+6
Pittsburgh.....	-1.3	-3.5	-8	+1	+3	-1.9	(³)
Seranton.....	-1.1	-2.0	-1.1	-5	(²)	-3.6	-1
East North Central:							
Chicago.....	-1.7	-5.1	-2.0	+6	+3.3	-2.5	-3
Cincinnati.....	-1.7	-4.7	-1.5	+2	+4	-1.0	-1
Cleveland.....	-1.2	-2.6	-1.4	-3	+5	-4.4	(⁴)
Detroit.....	-1.6	-2.8	-1.5	-1.4	+1.1	-2.1	-1.2
Indianapolis.....	-1.5	-4.1	-1.7	-1	+2.4	-3.1	-1
West North Central:							
Kansas City.....	-1.4	-4.1	-1.2	(⁴)	-4	-9	+4
Minneapolis.....	-1.3	-3.5	-1.0	+1	-3	-2.1	+1
St. Louis.....	-1.5	-3.2	-2.2	+1	-1.1	-2.2	-3
South Atlantic:							
Atlanta.....	-2.2	-6.7	-1.6	+2	-2	-3.0	+8
Baltimore.....	-1.5	-3.7	-1.6	+1	+4	-1.0	-3
Jacksonville.....	-2.4	-4.4	-2.3	+3	-1	-1.9	-2.4
Norfolk.....	-1.5	-4.6	-1.0	(³)	-2	-1.7	(⁴)
Richmond.....	-1.7	-4.9	-8	+2	+6	-3.0	-1
Savannah.....	-1.6	-4.0	-1.4	-1	-5	-3.5	-2
Washington, D. C.....	-1.9	-4.8	-1.5	-1	+1	-1.8	-1
East South Central:							
Birmingham.....	-1.8	-6.1	-1.8	+5	+5	-1.8	+1.0
Memphis.....	-1.5	-4.6	-1.2	-1	+1	-2.6	(³)
Mobile.....	-8	-2.0	-3	+2	-2	-2.5	(⁴)
West South Central:							
Houston.....	-1.5	-3.5	-1.5	+8	+1.3	-3.3	-6
New Orleans.....	-6	-2.1	-1.0	+4	+4	-1.7	+7
Mountain:							
Denver.....	-1.6	-4.2	-1.0	-1	+1.7	-1.9	-3
Pacific:							
Los Angeles.....	-1.4	-4.6	-8	+7	-2	-1.0	-3
Portland, Oreg.....	-9	-2.4	-1.5	(⁴)	(²)	-1.0	+2
San Francisco.....	-1.6	-4.7	-1.4	+3	(²)	-1.0	+5
Seattle.....	-1.0	-2.9	-1.4	+2	+2	-1.7	(⁴)

¹ Covers 51 cities.² No change.³ Increase of less than 0.05 percent.⁴ Decrease of less than 0.05 percent.

Percentage changes in the cost of goods purchased by wage earners and lower-salaried workers from a peak point in June 1920, from December 1929, from the low point June 1933, and from March 15, 1937, to March 15, 1938, in 32 cities, are presented in table 2.

TABLE 2.—Percentage Change in Cost of All Goods Purchased by Wage Earners and Lower-Salaried Workers for Specified Periods

City	Percentage change from—			
	June 1920 to Mar. 15, 1938	Dec. 1929 to Mar. 15, 1938	June 1933 to Mar. 15, 1938	Mar. 15, 1937, to Mar. 15, 1938
Average: 32 large cities.....	-31.6	-16.7	+11.4	-0.9
New England:				
Boston.....	-32.4	-18.7	+7.6	-2.1
Portland, Maine.....	-32.4	-15.4	+8.1	-1.9
Middle Atlantic:				
Buffalo.....	-29.8	-16.4	+11.0	+2.2
New York.....	-28.9	-17.2	+7.6	-1.3
Philadelphia.....	-30.6	-17.5	+10.0	-1.1
Pittsburgh.....	-31.5	-17.8	+12.6	+4.4
Scranton.....	-32.6	-19.3	+8.2	-2.4
East North Central:				
Chicago.....	-32.1	-20.3	+12.3	-7.7
Cincinnati.....	-30.9	-16.8	+10.9	-2.0
Cleveland.....	-28.6	-12.0	+14.4	+7.7
Detroit.....	-35.4	-15.4	+24.7	+1.3
Indianapolis.....	-35.7	-16.8	+12.2	-1.9
West North Central:				
Kansas City.....	-37.2	-15.0	+8.7	-2.5
Minneapolis.....	-30.8	-14.3	+13.6	-2.3
St. Louis.....	-33.0	-17.8	+11.1	-1.5
South Atlantic:				
Atlanta.....	-38.5	-17.4	+12.9	-2.3
Baltimore.....	-28.5	-14.1	+11.1	-7.7
Jacksonville.....	-35.6	-16.8	+12.3	-1.8
Norfolk.....	-35.0	-15.4	+12.1	-1.7
Richmond.....	-33.3	-14.9	+10.9	-3.0
Savannah.....	-37.1	-17.6	+9.1	-5.5
Washington, D. C.....	-28.9	-11.9	+11.5	-8.8
East South Central:				
Birmingham.....	-38.8	-19.3	+15.4	-1.5
Memphis.....	-33.9	-15.5	+11.7	-1.4
Mobile.....	-34.5	-17.9	+11.5	-8.8
West South Central:				
Houston.....	-33.1	-16.2	+15.4	-7.7
New Orleans.....	-28.5	-15.2	+11.3	-1.1
Mountain: Denver.....	-32.9	-13.1	+12.8	-1.2
Pacific:				
Los Angeles.....	-29.6	-16.9	+11.8	-2.2
Portland, Oreg.....	-33.9	-12.0	+16.0	-8.8
San Francisco.....	-25.7	-12.4	+11.8	+1.2
Seattle.....	-30.4	-12.1	+12.1	+3.3

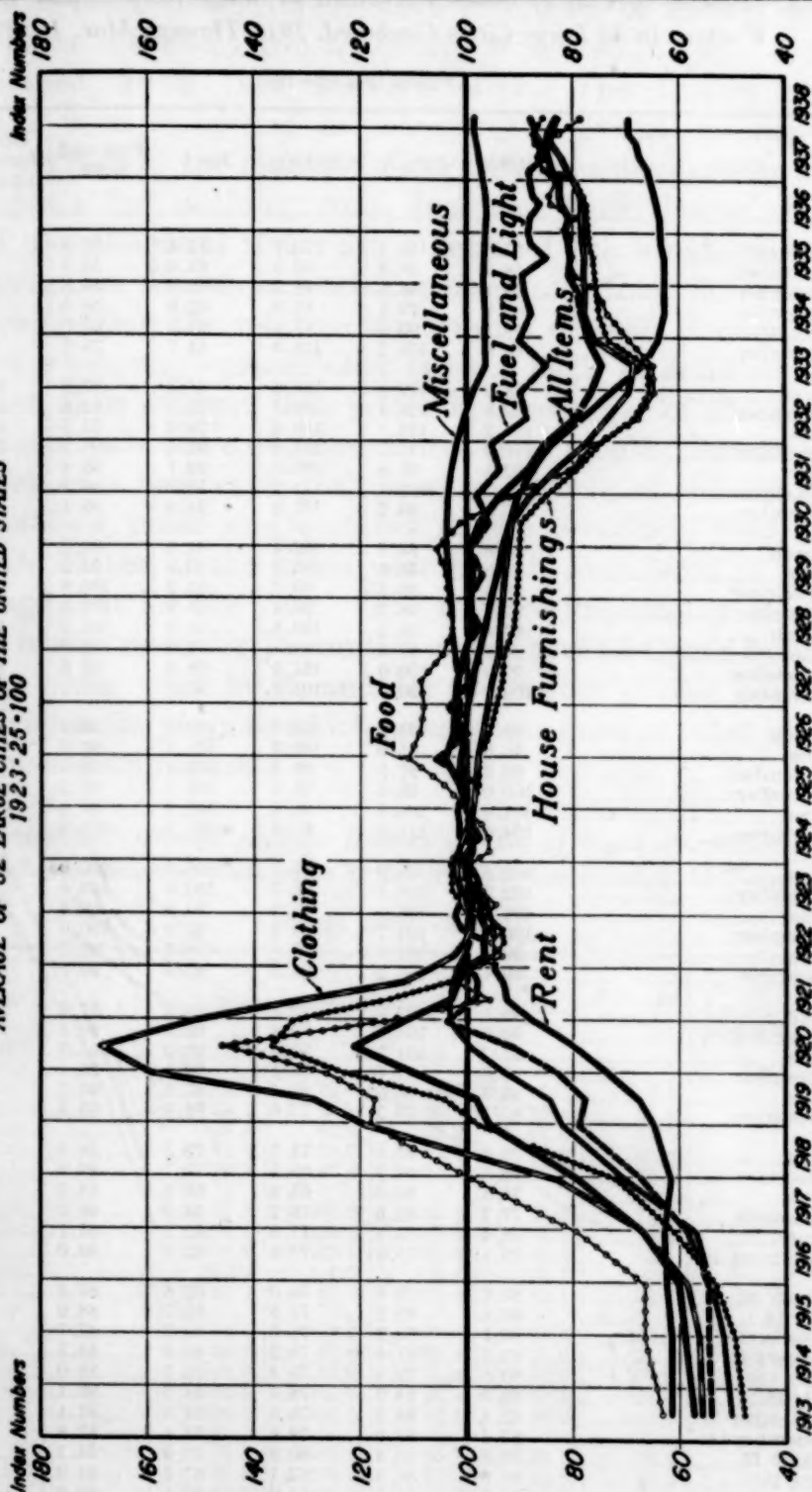
Indexes on 1923-25 Base

Indexes of the average cost of all goods purchased by families of wage earners and lower-salaried workers are constructed for each of the 32 cities surveyed and for these cities combined, using an average of the years 1923-25 as the base.¹ These indexes, from 1913 through March 15, 1938, for the 32 cities combined, are shown in table 3. The accompanying chart presents these data in graphic form.

¹ Indexes of food costs based on costs in 1923-25 as 100 are computed monthly for 51 cities (including the 32 cities in this report). Percentage changes from month to month are calculated for seven additional cities. These data will be sent upon request.

COST OF GOODS PURCHASED BY WAGE EARNERS AND LOWER-SALARIED WORKERS

AVERAGE OF 32 LARGE CITIES OF THE UNITED STATES
1923-25=100



UNITED STATES BUREAU OF LABOR STATISTICS

TABLE 3.—Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 32 Large Cities Combined, 1913 Through Mar. 15, 1938

[Average 1923-25=100]

Date	All items	Food ¹	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
1913—Average	57.4	63.1	55.7	61.4	53.9	47.7	50.1
1914—December	58.9	66.3	56.3	61.4	54.5	49.6	51.6
1915—December	60.1	66.3	58.3	62.3	54.5	52.8	53.9
1916—December	66.9	79.5	66.9	62.8	58.5	61.0	56.8
1917—December	79.4	99.1	83.1	61.5	66.9	71.8	70.4
1918—December	95.8	118.2	118.9	64.7	78.7	97.8	81.9
1919—June	98.2	117.3	128.8	67.3	77.8	104.0	84.3
December	109.8	126.4	159.5	73.1	82.6	123.0	92.9
1920—June	121.2	146.1	168.6	79.4	91.3	137.0	99.2
December	112.2	115.7	151.0	87.5	103.7	132.8	103.2
1921—May	102.8	95.8	129.8	92.7	98.4	114.3	103.2
September	101.7	102.1	112.2	93.3	98.2	103.2	102.5
December	100.3	99.7	107.2	94.8	99.1	100.4	102.0
1922—March	96.8	93.5	102.4	94.6	96.3	95.0	100.4
June	97.0	95.6	100.4	95.0	95.9	93.2	99.5
September	96.4	93.3	99.3	95.2	100.9	93.4	99.2
December	97.7	96.7	99.4	95.8	102.2	96.3	98.9
1923—March	97.6	94.6	100.8	96.3	101.5	100.7	99.0
June	98.7	97.7	101.1	97.3	98.7	102.8	99.1
September	99.9	100.0	101.9	98.2	99.8	102.9	99.6
December	100.2	99.5	101.8	99.7	101.1	102.9	100.0
1924—March	99.0	95.9	101.5	100.2	99.9	102.1	99.7
June	98.9	95.9	100.6	101.3	97.6	99.4	99.8
September	99.2	97.3	99.5	101.4	98.9	98.6	99.8
December	100.0	99.5	98.9	101.7	99.5	99.1	100.2
1925—June	101.4	104.2	98.5	101.4	97.9	97.9	100.8
December	104.0	111.1	97.9	101.3	105.8	97.8	101.1
1926—June	102.5	108.9	97.1	100.4	100.0	95.8	101.0
December	102.3	108.1	96.2	100.0	103.4	94.7	101.4
1927—June	101.9	108.7	95.3	99.0	99.4	93.4	101.7
December	100.4	104.7	94.0	97.9	100.6	93.0	102.1
1928—June	99.2	102.5	93.8	96.5	97.7	91.1	102.1
December	99.4	103.2	93.3	95.5	99.7	90.5	102.8
1929—June	99.1	103.7	92.8	94.3	97.0	90.2	103.0
December	99.6	105.7	92.2	93.3	99.1	89.9	103.4
1930—June	97.7	101.2	91.5	92.0	95.9	88.8	103.7
December	93.8	92.1	88.1	90.1	98.1	85.1	103.4
1931—June	88.3	80.6	83.4	87.3	93.7	79.3	102.8
December	85.1	76.2	77.6	83.9	95.3	74.9	101.8
1932—June	79.7	67.6	73.5	78.5	88.8	68.4	100.4
December	76.6	64.7	69.5	72.7	89.8	65.6	98.8
1933—June	74.5	64.9	68.4	66.8	84.9	65.8	96.4
December	77.2	69.6	76.2	63.9	90.0	73.5	96.8
1934—June	78.4	73.4	77.9	62.7	87.7	75.0	96.6
November 15	79.1	75.3	77.8	62.7	89.0	75.5	96.7
1935—March 15	80.6	79.8	78.0	62.6	89.3	76.0	96.8
July 15	80.4	80.2	77.8	62.7	84.9	76.2	96.7
October 15	80.7	80.2	78.0	63.3	87.7	77.0	96.6
1936—January 15	81.3	81.6	78.3	63.5	88.3	77.0	96.6
April 15	80.6	79.4	78.6	63.7	88.0	77.3	96.5
July 15	82.0	84.0	78.4	64.2	86.1	77.5	96.4
September 15	82.4	84.3	78.6	64.6	87.4	78.2	96.5
December 15	82.4	82.9	79.6	65.4	87.8	79.2	96.8
1937—March 15	83.8	85.4	80.9	65.9	88.1	83.1	97.3
June 15	84.5	86.3	82.1	67.5	84.9	85.1	97.7
September 15	85.0	85.8	84.0	68.1	86.0	86.7	98.1
December 15	84.5	82.6	84.0	69.3	87.3	87.5	98.6
1938—March 15	83.0	78.6	82.8	69.4	88.0	85.4	98.5

¹ Covers 51 cities since June 1920.

The indexes of the cost of goods purchased by wage earners and lower-salaried workers prepared by the Bureau of Labor Statistics show relative costs as of particular dates. For various purposes,

however, it is often necessary to have estimates of annual average indexes. These estimates are, therefore, presented in table 4, for 32 cities combined, from 1913 through 1937. The annual average indexes have been computed as follows: The annual average food index is an average of the indexes falling within each year; the annual average indexes for clothing, rent, fuel and light, housefurnishing goods, and miscellaneous items are indexes of the weighted average of the aggregates for each pricing period affecting the year, the weights representing the relative importance of each pricing period. When these goods were priced only twice a year, in June and again in December, it is evident that prices in December of the previous year were more indicative of prices in the next month, January, even though it fell in a new year, than were the prices of the succeeding June. Therefore, costs in December of the preceding year and in June and December of the given year are all considered in arriving at an average cost for the year. The relative importance of each of these costs is expressed for December of the previous year by $2\frac{1}{2}$, for June of the given year by 6, and for December of the given year by $3\frac{1}{2}$. Weights for years in which pricing was done at other intervals will be furnished on request.

TABLE 4.—*Estimated¹ Annual Average Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 32 Large Cities Combined, 1913 Through 1937*

[Average 1923-25=100]

Year	All items	Food ²	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
1913.....	57.4	63.1	55.7	61.4	53.9	47.7	50.1
1914.....	58.2	64.6	56.1	61.4	54.3	49.0	51.2
1915.....	58.8	63.9	57.4	61.9	54.5	51.3	52.8
1916.....	63.2	71.7	62.9	62.6	56.6	57.2	55.5
1917.....	74.4	92.4	75.6	62.1	63.0	66.9	64.2
1918.....	87.2	106.2	102.5	63.2	73.3	85.9	76.7
1919.....	101.1	120.2	135.7	68.4	79.4	108.2	86.3
1920.....	116.2	133.1	161.6	80.4	93.1	132.8	99.1
1921.....	103.6	101.6	124.4	92.4	99.3	111.8	102.8
1922.....	97.2	95.0	101.0	95.1	98.6	94.8	99.7
1923.....	99.0	97.9	101.2	97.5	100.3	101.8	99.3
1924.....	99.2	97.0	100.4	101.0	99.1	100.1	99.9
1925.....	101.8	105.0	98.4	101.5	100.6	98.1	100.8
1926.....	102.6	108.5	97.0	100.5	102.2	95.9	101.1
1927.....	100.6	104.5	95.1	98.9	100.6	93.6	101.7
1928.....	99.5	103.3	93.7	96.5	98.9	91.3	102.3
1929.....	99.5	104.7	92.7	94.3	98.2	90.2	103.1
1930.....	97.0	99.6	90.7	91.7	97.2	87.9	103.5
1931.....	88.6	82.0	82.7	86.9	95.1	79.2	102.7
1932.....	79.8	68.3	73.2	78.0	90.4	68.9	100.2
1933.....	75.8	66.4	70.9	67.2	87.4	68.0	97.0
1934.....	78.6	74.1	77.5	62.9	88.6	74.9	96.7
1935.....	80.7	80.5	77.9	62.9	87.5	76.4	96.7
1936.....	81.6	82.1	78.7	64.2	87.5	77.8	96.5
1937.....	84.3	85.1	82.4	67.4	86.6	84.9	97.8

¹ For explanation of method used, see above.

² Covers 51 cities since June 1920.

Table 5 presents March 15, 1938, indexes of living costs for families of wage earners and lower-salaried workers based on average costs in the years 1923-25 as 100, for each of the 32 cities, by groups of items.

TABLE 5.—*Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers, by Groups of Items, Mar. 15, 1938*

[Average 1923-25 = 100]

City	All items	Food	Clothing	Rent	Fuel and light	House-furnish-ing goods	Miscel-laneous
Average: 32 large cities.....	83.0	¹ 78.6	82.8	69.4	88.0	85.4	98.5
New England:							
Boston.....	82.4	74.0	87.4	75.7	85.2	84.0	98.7
Portland, Maine.....	85.0	77.6	83.0	76.7	83.7	91.7	103.6
Middle Atlantic:							
Buffalo.....	85.0	78.0	81.4	73.7	98.1	93.2	100.3
New York.....	84.0	79.9	80.6	77.2	86.4	79.3	99.1
Philadelphia.....	82.4	80.0	80.2	68.9	82.3	85.5	96.3
Pittsburgh.....	82.4	78.2	81.5	69.2	101.4	85.0	96.4
Scranton.....	82.0	75.5	83.5	72.6	76.8	90.3	97.2
East North Central:							
Chicago.....	79.4	79.9	75.6	58.4	95.4	76.5	100.6
Cincinnati.....	86.8	79.4	82.8	77.8	98.4	96.2	101.5
Cleveland.....	86.0	79.8	85.7	70.0	101.0	80.7	104.4
Detroit.....	81.9	80.2	84.0	69.5	80.1	85.1	95.2
Indianapolis.....	81.9	78.2	80.9	66.0	87.3	88.5	93.5
West North Central:							
Kansas City.....	82.0	78.6	82.2	61.8	84.2	81.7	100.2
Minneapolis.....	84.8	84.1	81.0	71.2	90.8	89.4	97.7
St. Louis.....	83.5	83.6	83.0	58.6	87.6	90.6	101.9
South Atlantic:							
Atlanta.....	80.5	71.5	86.2	65.8	75.5	91.0	95.5
Baltimore.....	86.3	82.8	82.4	76.2	81.4	86.8	104.5
Jacksonville.....	80.0	76.0	82.3	60.0	88.9	83.8	90.7
Norfolk.....	85.1	76.1	89.7	64.6	81.7	88.0	104.0
Richmond.....	84.0	72.2	91.4	73.0	82.6	93.6	99.5
Savannah.....	81.4	77.6	86.1	63.6	85.0	88.0	92.1
Washington, D. C.....	87.1	79.6	83.9	88.0	84.3	91.1	100.3
East South Central:							
Birmingham.....	77.6	68.4	88.6	60.1	83.5	81.8	93.1
Memphis.....	81.7	74.9	88.7	63.2	88.5	94.3	95.0
Mobile.....	83.5	75.1	90.3	66.8	72.4	90.4	99.6
West South Central:							
Houston.....	82.6	77.5	78.5	73.6	80.3	94.2	94.6
New Orleans.....	83.9	82.5	82.9	72.5	77.6	96.7	92.5
Mountain:							
Denver.....	84.0	84.0	79.5	64.4	79.4	92.2	100.2
Pacific:							
Los Angeles.....	78.1	71.5	86.9	55.3	82.0	83.1	93.9
Portland, Oreg.....	84.3	80.3	82.3	62.4	86.9	86.0	102.0
San Francisco.....	87.8	81.1	93.6	73.3	80.2	91.0	104.7
Seattle.....	87.6	79.1	90.5	71.3	98.3	92.9	101.1

¹ Covers 51 cities.

Table 6 presents indexes of the cost of all goods purchased by wage earners and lower-salaried workers in each of the 32 cities, for each date from June 1926 through March 15, 1938, on the 1923-25 base. It is planned to publish these indexes for each group of items in each December report, and to publish only the indexes of the cost of all goods in the March, June, and September reports. If indexes by groups of items are needed for any one of the 32 cities, the Bureau of Labor Statistics will be glad to furnish them.

TABLE 6.—Indexes of Cost of All Goods Purchased by Wage Earners and Lower-Salaried Workers in Each of 32 Large Cities, June 1926 Through Mar. 15, 1938

[Average 1923-25=100]

Date	New England		Middle Atlantic					East North Central
	Boston	Portland, Maine	Buffalo	New York	Philadelphia	Pittsburgh	Scranton	Chicago
1926—June	102.5	102.0	104.6	102.4	104.8	103.6	104.1	102.9
December	103.5	101.8	103.7	102.7	104.5	103.2	103.8	102.9
1927—June	101.9	101.7	103.3	101.8	103.3	103.0	103.5	102.6
December	102.2	100.4	101.7	102.5	102.2	101.3	102.4	100.2
1928—June	99.5	98.9	101.5	100.3	101.0	99.9	101.7	99.0
December	100.9	100.0	101.0	101.1	99.6	101.0	101.9	99.3
1929—June	99.6	99.7	101.3	100.7	99.2	100.8	101.4	98.9
December	101.4	100.4	101.7	101.5	99.9	100.2	101.6	99.7
1930—June	98.7	98.4	100.3	98.8	97.6	98.6	99.0	97.8
December	95.9	95.4	95.6	96.5	94.3	93.8	95.2	93.5
1931—June	89.4	90.9	90.0	91.2	89.7	88.4	88.7	88.0
December	87.2	88.1	85.7	88.1	86.3	84.7	85.5	84.4
1932—June	80.5	83.5	82.3	84.2	80.4	78.7	80.1	77.1
December	78.6	79.9	78.4	81.0	76.8	76.0	78.0	73.4
1933—June	76.6	78.6	76.6	78.1	74.9	73.2	75.8	70.7
December	79.7	82.5	78.8	80.5	78.4	76.0	80.0	72.4
1934—June	81.3	83.6	80.2	81.8	79.9	77.7	80.8	72.7
Nov. 15	82.0	84.4	79.9	82.1	79.6	77.8	80.6	73.5
1935—Mar. 15	82.9	84.6	81.6	83.6	80.4	79.2	81.9	76.2
July 15	82.7	85.3	82.0	83.1	80.4	79.1	82.1	76.0
Oct. 15	82.9	85.0	81.6	83.4	80.9	79.6	82.8	76.1
1936—Jan. 15	83.0	85.3	82.5	84.2	81.9	79.9	83.2	76.7
Apr. 15	82.6	84.7	81.8	83.0	81.3	79.1	81.8	76.2
July 15	84.2	86.5	84.1	83.8	82.1	80.7	83.2	77.6
Sept. 15	83.5	85.7	83.3	84.4	82.1	80.8	83.2	78.4
Dec. 15	83.3	85.8	83.8	84.3	82.5	80.8	83.7	78.5
1937—Mar. 15	84.2	86.6	84.9	85.1	83.4	82.1	84.0	80.0
June 15	85.1	87.6	87.1	84.9	84.0	84.6	84.9	81.2
Sept. 15	86.5	87.7	86.4	86.7	84.3	84.9	84.2	81.3
Dec. 15	84.5	86.4	86.5	86.5	83.2	83.5	82.9	80.8
1938—Mar. 15	82.4	85.0	85.0	84.0	82.4	82.4	82.0	79.4

Date	East North Central—Continued				West North Central			South Atlantic
	Cincinnati	Cleveland	Detroit	Indianapolis	Kansas City	Minneapolis	St. Louis	Atlanta
1926—June	105.4	102.6	101.4	101.9	101.5	102.5	104.2	102.7
December	104.6	101.8	100.4	101.2	99.6	100.9	103.7	100.9
1927—June	106.5	102.0	100.6	102.3	99.5	101.1	104.1	103.1
December	102.3	99.4	97.5	98.4	96.1	98.2	100.8	98.1
1928—June	102.8	99.2	96.2	98.0	96.2	98.5	100.2	99.0
December	102.0	98.1	96.3	97.4	95.6	97.6	99.8	98.7
1929—June	103.4	98.6	97.1	97.4	95.5	97.9	100.8	97.6
December	104.4	97.8	96.9	98.4	96.5	99.0	101.6	97.4
1930—June	103.0	97.8	94.6	97.1	95.1	98.0	99.5	94.0
December	98.8	93.3	88.3	91.9	92.6	94.0	94.7	89.9
1931—June	92.8	87.3	82.4	85.3	88.9	89.6	88.5	84.4
December	89.3	84.3	77.2	81.7	85.1	86.6	84.0	79.8
1932—June	82.9	80.5	71.6	77.0	79.0	80.9	79.5	75.9
December	79.7	76.4	67.9	73.9	76.9	78.2	76.4	71.9
1933—June	78.3	75.2	65.7	73.0	75.5	74.6	75.1	71.3
December	80.5	77.2	69.1	75.5	76.7	78.2	77.0	74.7
1934—June	81.7	78.6	71.5	77.0	77.9	79.2	78.7	75.8
Nov. 15	82.2	78.8	71.9	76.5	79.2	79.6	79.4	77.1
1935—Mar. 15	85.1	81.3	74.2	78.9	80.4	81.3	81.4	78.4
July 15	84.0	81.4	75.1	78.8	79.5	81.5	81.6	78.3
Oct. 15	84.5	81.5	75.9	79.1	80.1	81.3	81.2	79.6
1936—Jan. 15	85.2	81.7	76.7	79.8	80.2	82.6	82.1	79.9
Apr. 15	84.3	81.7	77.0	79.2	79.6	81.8	81.4	79.0
July 15	87.2	83.4	78.9	81.4	81.9	83.9	82.8	80.6
Sept. 15	87.4	84.3	79.0	81.8	82.9	84.5	83.8	81.5
Dec. 15	86.2	83.8	78.8	81.5	82.0	84.7	82.9	81.3
1937—Mar. 15	88.6	85.4	80.9	83.5	84.1	86.8	84.7	82.4
June 15	89.0	86.5	82.5	84.5	85.3	86.6	85.4	83.0
Sept. 15	89.1	86.9	82.3	83.6	84.5	86.0	85.8	83.9
Dec. 15	88.3	87.0	83.3	83.1	83.2	85.9	84.8	82.3
1938—Mar. 15	86.8	86.0	81.9	81.9	82.0	84.8	83.5	80.5

TABLE 6.—Indexes of Cost of All Goods Purchased by Wage Earners and Lower-Salaried Workers in Each of 32 Large Cities, June 1926 Through Mar. 15, 1938—Continued

Date	South Atlantic—Continued						East South Central	
	Balti- more	Jackson- ville	Nor- folk	Rich- mond	Savan- nah	Wash- ington, D. C.	Birming- ham	Mem- phis
1926—June.....	103.4	109.0	101.7	104.7	102.4	103.2	103.0	100.8
December.....	102.5	107.7	101.4	102.9	101.6	102.5	102.1	100.0
1927—June.....	102.1	104.8	102.3	103.0	101.1	100.5	100.7	99.9
December.....	100.1	102.0	100.3	99.7	100.0	99.5	100.0	97.1
1928—June.....	100.1	98.7	99.6	100.0	99.2	99.1	98.2	96.5
December.....	99.1	98.2	99.9	98.5	99.8	98.6	97.5	97.0
1929—June.....	99.7	97.2	99.7	97.7	99.0	99.0	96.9	97.1
December.....	100.5	96.1	100.6	98.6	98.9	98.9	96.1	96.7
1930—June.....	99.5	94.1	98.8	98.1	96.9	97.4	94.2	96.0
December.....	95.8	90.6	95.4	93.5	93.2	94.7	89.3	91.3
1931—June.....	90.8	85.4	89.8	88.2	89.3	89.6	80.7	85.3
December.....	87.9	81.2	86.2	85.6	84.3	87.0	76.9	82.1
1932—June.....	82.7	76.3	81.2	80.3	79.1	82.0	70.9	77.0
December.....	79.9	73.5	78.7	77.1	76.7	79.1	68.5	73.8
1933—June.....	77.7	71.3	75.9	75.7	74.6	78.1	67.2	73.1
December.....	81.4	75.5	80.9	79.9	78.3	81.8	70.2	76.1
1934—June.....	82.0	76.6	82.5	80.9	78.9	83.0	71.0	77.0
Nov. 15.....	82.9	77.2	82.9	81.7	79.4	83.9	73.4	78.8
1935—Mar. 15.....	83.9	77.8	83.7	82.9	80.0	85.3	73.4	79.5
July 15.....	84.5	78.6	83.3	82.7	80.2	85.6	73.9	78.6
Oct. 15.....	84.9	78.9	84.1	83.6	81.2	86.3	75.3	78.7
1936—Jan. 15.....	85.6	79.4	84.9	83.6	81.2	86.7	75.0	79.4
Apr. 15.....	85.0	78.5	83.7	82.8	79.4	85.5	73.9	79.3
July 15.....	86.0	80.2	84.8	84.3	80.7	87.0	76.0	80.5
Sept. 15.....	86.4	80.1	85.2	85.5	81.0	87.4	76.5	81.1
Dec. 15.....	86.4	80.4	85.7	86.0	81.1	87.6	76.4	81.5
1937—Mar. 15.....	87.0	81.5	86.5	86.5	81.8	87.8	78.7	82.8
June 15.....	87.4	82.1	86.8	86.3	82.5	88.7	79.6	83.0
Sept. 15.....	88.2	82.4	86.9	86.9	83.3	89.7	79.5	82.9
Dec. 15.....	87.7	82.0	86.3	85.4	82.8	88.8	79.0	82.9
1938—Mar. 15.....	86.3	80.0	85.1	84.0	81.4	87.1	77.6	81.7

Date	East South Central— Contd.	West South Central		Moun- tain	Pacific			
	Mobile	Houston	New Orleans	Denver	Los Angeles	Port- land, Oreg.	San Fran- cisco	Seattle
1926—June.....	103.8	99.9	100.0	101.2	96.7	99.4	101.0	101.2
December.....	104.0	100.4	101.0	100.2	96.9	99.1	101.1	100.6
1927—June.....	103.6	98.3	101.2	100.7	97.0	98.9	101.3	101.6
December.....	102.4	98.6	99.9	96.4	95.5	97.3	100.5	98.8
1928—June.....	101.4	96.7	98.8	95.9	93.8	95.7	99.5	98.4
December.....	101.8	97.6	99.6	96.3	95.1	96.3	100.8	98.6
1929—June.....	101.0	97.4	98.3	96.6	94.1	95.1	100.0	99.2
December.....	101.6	98.6	98.9	96.7	94.0	95.8	100.3	99.6
1930—June.....	99.9	96.1	96.7	95.5	91.7	95.0	98.2	98.8
December.....	95.5	91.3	92.6	91.1	88.1	89.6	94.9	93.4
1931—June.....	88.9	86.0	85.1	86.5	82.4	85.5	89.7	90.4
December.....	85.3	83.4	84.5	82.9	80.7	82.9	86.8	87.3
1932—June.....	79.1	76.2	79.3	78.2	75.5	77.4	82.3	82.0
December.....	77.0	72.2	77.6	75.5	73.1	75.2	80.6	78.6
1933—June.....	74.9	71.6	75.4	74.5	69.8	72.7	78.6	78.1
December.....	79.2	75.1	79.1	76.1	72.5	74.4	81.8	79.2
1934—June.....	79.1	75.8	79.1	77.8	72.1	75.5	82.5	79.6
Nov. 15.....	81.0	78.3	81.0	79.0	74.2	77.2	84.4	80.9
1935—Mar. 15.....	82.2	79.3	82.0	81.2	75.5	78.8	84.8	82.1
July 15.....	81.7	78.2	81.9	81.2	74.6	78.8	83.2	82.2
Oct. 15.....	82.1	79.4	81.4	80.8	74.8	79.3	84.0	82.2
1936—Jan. 15.....	81.7	80.3	81.7	81.5	75.4	80.7	84.5	83.6
Apr. 15.....	81.0	79.5	80.8	81.1	74.7	80.8	84.0	83.2
July 15.....	82.7	80.9	82.2	83.0	75.2	82.0	84.5	84.1
Sept. 15.....	82.2	81.5	82.6	83.4	76.3	81.9	84.8	84.5
Dec. 15.....	82.1	81.9	83.0	83.1	77.1	82.5	84.9	84.8
1937—Mar. 15.....	84.2	83.2	84.0	85.0	79.8	85.0	86.8	87.3
June 15.....	84.9	82.8	84.2	85.9	79.4	85.6	87.5	88.1
Sept. 15.....	85.1	84.0	85.2	85.8	79.5	85.9	88.6	88.6
Dec. 15.....	84.1	83.9	84.4	85.4	79.2	85.0	89.2	88.5
1938—Mar. 15.....	83.5	82.6	83.9	84.0	78.1	84.3	87.8	87.6

Description of the Indexes

The Bureau of Labor Statistics' indexes presented in this article show changes from time to time in the cost of goods and services purchased by wage earners and lower-salaried workers in each of 32 large cities of the United States and in these cities combined. The importance of each city in the average for the cities combined is determined by the population of the metropolitan area in which the city is located.

These indexes are now constructed by pricing a fixed bill of goods at quarterly intervals—March 15, June 15, September 15, and December 15. In order that the index for any city will reflect price changes and not changes in qualities or kinds of commodities, identical goods and services are priced at consecutive periods (or equivalent goods when changes in consumption habits make pricing identical goods impossible).

The bill of goods or budget priced has been chosen to represent those goods and services most important in the spending of families of wage earners and lower-salaried workers in each of the 32 cities covered, as shown by a study of the expenditures of 12,096 families in 1917-19.¹ Differences in climate as reflected in fuel requirements and the weight of clothing used, as well as differences in food consumption habits, make it impossible to use an identical budget from city to city. Although the list of items priced varies little from city to city, there are differences in the grades of goods priced and the weights assigned to each item.

The budgets now used include 84 foods, although before 1935 only 42 items were included. The prices used in the construction of the food indexes are taken from retail price quotations secured in 51 cities. For all other groups of goods indexes are computed for 32 cities. There are 68 items included in the clothing indexes, 17 in the housefurnishing-goods indexes, and 5 in the fuel and light indexes. For these indexes, several grades of each commodity are priced in order to secure representative averages.

For the rent indexes the number of quotations secured varies with size of city. The range is from approximately 700 in Mobile to approximately 2,500 in New York City.

The miscellaneous group, containing 44 items, includes streetcar fares, motion pictures, newspapers, laundry services, cleaning supplies, barber service, tobaccos, toiletries, medical care, and medicines.²

The Bureau is at present completing a Nation-wide study of family expenditures in large cities which will provide a new budget more nearly approximating present-day consumption. The field work for

¹ The results of this study were published in Bureau of Labor Statistics Bull. No. 357, now out of print, but obtainable in most public libraries.

² A mimeographed list of the items included in the indexes will be sent on request.

this study has been completed, and the data have been tabulated. The analysis of the figures preliminary to the computation of new weights is now in process.³

Prices are obtained from retail outlets selected as representative of the stores patronized by wage earners and lower-salaried workers. Prices for items in the food and fuel and light indexes are secured by mail, all others by personal visits of representatives of the Bureau who have been trained to recognize differences in quality, construction, and design which affect the sale value of a given article. Specifications, developed after a study of the commodities covered and consultations with experts in each merchandising field, are used by the agents in securing prices comparable from one period to the next. When a new item replaces one which has disappeared from the market, or which is no longer frequently purchased, the price in the previous pricing period is obtained for the new item in order that the index may still be computed from prices of identical commodities from period to period.

The percentage change in the cost of each group of items between given pricing periods is computed on the basis of the aggregative cost of a bill of goods representing the expenditures of the wage earner and clerical group. Each time the comparison is made, identical quantity weights are multiplied by comparable prices for both periods. If the aggregative cost of miscellaneous items in a certain city was computed to be \$309 on December 15 and the aggregative cost in September was \$300, the cost of miscellaneous items in that city would be stated to have increased 3 percent from September 15 to December 15. Given the September miscellaneous-items index for that city as 93.6, based on costs in 1923-25 as 100, the December index would become 96.4 (93.6×103.0 percent).⁴

The groups of items in the index are combined into an all-items index by summing aggregative costs for the six groups at a given date and dividing by the similar sum in the base period.

It is apparent, from the above, that any one wishing to compute indexes on a base other than the 1923-25 base used in this article may do so merely by dividing the indexes for each date by the index given for the date chosen as the new base. If the percentage change over a given period of time is desired, divide the later index by the earlier, subtract 100 if there has been an increase, or subtract from 100 if there has been a decrease.

³ Articles presenting the results of this study in some cities have already been prepared and published in the *Monthly Labor Review*. Reprints are available upon request.

⁴ For method of index construction, see article "Revision of Index of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers," published in the September 1935 *Monthly Labor Review*, reprints of which are available upon request.

The only comparison between cities that can be drawn from the Bureau's indexes is a comparison of the extent of change in living costs in different cities over given periods. Thus, the index of the cost of all items as of March 15, 1938, based on costs in 1923-25 as 100, was 77.6 in Birmingham and 87.8 in San Francisco. A comparison of these two indexes indicates that on March 15, 1938, living costs in Birmingham were 22.4 percent lower than the average for the years 1923-25, but that in San Francisco costs on this date were only 12.2 percent lower. This comparison does not indicate that costs on March 15, 1938, were 13 percent higher in San Francisco than in Birmingham. In order to secure figures showing a comparison of actual living costs between cities, expenditures serving as the weights for items priced in the different cities would have to be representative of identical levels of living. Differences between the average costs from which the indexes are computed in different cities are due to differences in standards and in purchasing habits in those cities as well as to varying prices for goods of given grades. Differences between the indexes of costs from time to time in the various cities at any particular date are due entirely to differences in the percentage of change of living costs in each city.

The comparison of the cost of the same level of living from one part of the country to another presents serious technical difficulties for which wholly satisfactory techniques have not yet been developed. This is particularly true in attempting to measure differences in living costs from large to small cities or from urban to rural communities, where consideration must be given not only to differences in such factors as climate and consumption habits, but also to differences in housing, the fuels available, and the means of transportation. In large cities with similar climate, comparisons are possible with the use of an identical budget and descriptive specifications to facilitate pricing identical commodities and services from city to city. Such studies, because of their great expense, are beyond the present resources of this Bureau.

The Division of Social Research of the Works Progress Administration made a study of the comparative cost of living at a "maintenance level" and at an "emergency level" in 59 cities, as of March 15, 1935. The results of this study were published in the report of the U. S. Works Progress Administration, "Intercity Differences in Costs of Living in March 1935, 59 Cities," Research Monograph XII, a copy of which may be secured by writing to that agency. No attempt has been made to repeat this study for a later date. Approximations for later dates may be made for 31 cities by applying to the data secured by the Works Progress Administration as of March 15, 1935, the

Bureau of Labor Statistics' indexes which show changes in living costs from time to time. A mimeographed statement of the method of combining the two sets of figures, with the results obtained for the 31 cities as of March 15, 1938, will be sent upon request either to the Bureau of Labor Statistics or the Works Progress Administration.



COST OF LIVING IN FOREIGN COUNTRIES ¹

THE principal index numbers of the cost of living (official and unofficial) published in the different countries are given in the following table. Index numbers of the principal groups of expenditure (food, heating and lighting, clothing, rent, etc.), which go to make up the general index numbers, will be found in the Year-Book of Labor Statistics, 1937, published by the International Labor Office.

The original base of the indexes differs from country to country. The table presented below gives the same index numbers recalculated by the International Labor Office on the uniform base, 1929=100. This change of base has been effected by simply dividing the index for each date by the corresponding index for 1929 (annual average) and multiplying the quotient by 100. This procedure may perhaps give rise to some slight inaccuracies, owing to the methods by which many of the indexes are compiled, but these errors are at most very slight, except when the fluctuations of the indexes reach a certain amplitude. For a few countries, where data for 1929 were not available, the year nearest to 1929 has been taken as a base; in these cases the figures are printed in italics.

These index numbers, even when reduced to a common base, cannot be used to compare the level of the cost of living in the different countries, but only its fluctuations. But even the fluctuations of the different index numbers are far from having the same significance, owing to the numerous divergences in the methods of compilation of the series (for example, the geographical scope of the indexes; the groups represented in the general index and the articles included in each group; the weights attached to the various articles and groups; the statistical basis for the determination of these weights; the extent to which they are representative of the consumption of more or less extensive or clearly determined social classes and the date to which they relate; the method of calculating average prices, group indexes, and the general index, etc.). International comparisons cannot therefore be more than approximate.

¹ Text and table from International Labor Review, Geneva, April 1938, p. 536.

TABLE 7.—Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries ¹[Series recalculated by International Labor Office on base 1929=100; ² a=food; b=heating and lighting; c=clothing; d=rent; e=miscellaneous]

Country	Argentina	Australia	Austria	Belgium	Brazil	Bulgaria	Canada	Chile	China			Czechoslovakia	Danzig
Towns and localities	Buenos Aires	30	Vienna	59	Rio de Janeiro	12-67	60	Santiago	Peiping	Shanghai	Tientsin	Prague	Danzig
Original base (=100)	Oct. 1933	1923-27	July 1914	1921	1928-29	1914	1926	Mar. 1928	1927	1926	1926	July 1914	July 1913
Composition of index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-d	a-e	a-e
1927	100	97	96	93	102	96	99	(³)	94	99	91	100	98
1928	99	98	97	95	100	98	99	⁴ 98	95	95	95	101	99
1929	100	100	100	100	100	100	100	100	100	100	100	⁵ 100	100
1930	101	95	100	104	91	92	99	99	103	113	103	98	95
1931	87	85	96	93	87	80	90	98	90	117	98	93	88
1932	78	81	97	84	88	73	82	104	86	110	91	92	80
1933	83	78	95	83	87	68	78	130	76	99	80	91	77
1934	78	80	95	79	94	64	79	130	75	98	78	90	76
1935	83	81	95	80	99	60	79	132	81	99	86	92	85
1936	91	83	94	85	114	57	81	144	94	105	98	93	93
1937	93	85	94	92	-----	58	83	162	-----	122	-----	94	97
1937—Mar	92	⁶ 84	94	90	119	58	82	152	105	108	108	94	97
June	95	⁶ 85	95	90	¹⁰ 122	58	83	164	98	110	104	95	98
Sept	92	⁶ 85	94	95	-----	59	84	169	-----	137	-----	95	98
Dec	93	⁶ 86	94	95	-----	60	84	165	-----	155	-----	95	98
1938—Mar	⁷ 91	-----	94	93	-----	⁷ 60	⁷ 84	-----	-----	139	-----	99	97

Country	Denmark	Egypt	Estonia	Finland	France		Germany	Great Britain and N. Ireland	Greece	Hungary	India		
Towns and localities	100	Cairo	Tallinn	21	Paris	45	72	509	44	Budapest	Bombay	Ahmedabad	Rangoon
Original base (=100)	1931	Jan. 1913—July 1914	1913	Jan.—June 1914	1914	1930	1913—1914	July 1914	Dec. 1914	1913	July 1914	Aug. 1926—July 1927	1931
Composition of index	a-e	a, c-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-d	a-d	a-e	a-e
1927	102	101	90	99	92	(³)	96	102	93	95	103	⁴ 102	(³)
1928	101	101	96	101	93	(³)	⁵ 99	101	97	100	99	99	(³)
1929	100	100	100	100	100	(³)	100	100	100	100	100	100	(³)
1930	95	98	89	92	105	100	96	96	88	91	92	90	(³)
1931	89	91	86	85	102	97	88	90	⁸ 100	86	74	77	100
1932	89	87	80	84	95	91	78	88	106	83	73	78	98
1933	93	83	75	82	94	87	77	85	114	77	69	74	91
1934	96	84	74	80	93	83	79	86	116	76	65	73	87
1935	99	86	75	81	87	78	80	87	117	78	⁹ 100	73	90
1936	100	86	84	81	91	86	81	89	121	82	101	73	88
1937	104	85	89	86	111	102	81	94	131	87	106	78	89
1937—Mar	103	85	88	⁸ 85	⁸ 104	⁸ 97	81	92	130	87	104	75	88
June	104	84	89	⁸ 86	⁸ 109	⁸ 99	81	95	132	87	105	78	89
Sept	105	85	89	⁸ 89	⁸ 113	⁸ 104	81	96	131	88	108	79	88
Dec	106	85	92	⁸ 88	⁸ 118	⁸ 110	81	97	132	88	107	77	92
1938—Mar	-----	⁷ 86	95	-----	⁸ 124	⁸ 115	⁷ 81	94	⁷ 133	88	107	-----	89

See footnotes at end of table.

TABLE 7.—Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries—Continued

[Series recalculated by International Labor Office on base 1929=100; ² a=food; b=heating and lighting; c=clothing; d=rent; e=miscellaneous]

Country.....	Ireland	Italy	Japan		Latvia	Lithuania	Luxembourg	Netherlands	Netherlands Indies	New Zealand	Norway	Palestine	Peru
Towns and localities....	105	50	13	Tokyo	Riga	104	9	Amsterdam	Java and Madura	4-25	31	3	Lima
Original base (=100).....	July 1914	June 1928	July 1914	July 1914	1930	1913	1914	Oct. 1923–Sept. 1924	1913	1926–1930	July 1914	Jan. 1922	1913
Composition of index.....	a-e	a-e	a-e	a-c, e	a-e	a-e	a-c, e	a-e	a, b, e	a-e	a-e	a, b, e	a, c-e
1927.....	99	⁴ 100	(²)	104	(²)	106	89	100	101	100	112	114	110
1928.....	99	98	(²)	102	(²)	102	93	101	95	100	⁵ 104	107	103
1929.....	100	100	(²)	100	(²)	100	100	100	100	100	100	100	100
1930.....	97	97	(²)	86	100	89	102	96	97	98	97	89	96
1931.....	92	87	⁴ 98	75	91	83	91	90	65	90	92	80	90
1932.....	89	83	100	75	79	71	79	84	48	84	90	82	86
1933.....	86	80	103	80	76	61	79	83	39	79	89	79	84
1934.....	87	76	106	82	72	57	76	83	39	81	89	80	85
1935.....	89	77	110	84	73	50	74	81	41	83	91	79	86
1936.....	91	83	113	88	73	51	75	79	38	86	93	84	90
1937.....	97	91	118	96	80	56	79	82	44	92	100	88	96
1937—Mar.....	⁶ 95	87	116	94	72	56	77	80	41	90	97	88	95
June.....	⁶ 95	92	117	94	84	56	80	82	43	91	100	85	97
Sept.....	⁶ 97	95	119	98	82	56	81	83	46	93	102	87	97
Dec.....	⁶ 101	98	120	101	81	56	81	83	47	95	103	85	98
1938—Mar.....	⁶ 98	⁷ 98	⁷ 122	⁷ 105	⁷ 80	⁷ 57	81	⁷ 83	-----	⁷ 94	103	86	99

Country.....	Poland	Portugal	Rumania	South- ern Rhodesia	Spain	Sweden	Switzerland	Turkey	Union of South Africa	United States B. L. S.	Yugoslavia	
Towns and localities....	Warsaw	Whole country	Bucharest	6	Madrid	49	34	Istanbul	9	32-51	Belgrade	3 (Croatia and Slavonia)
Original base (=100).....	1928	June 1914	1929	1914	1914	July 1914	June 1914	Jan.–June 1914	1914	1923–1925	1926	July 1914
Composition of index.....	a-e	a, b, e	a, b	a, b, d	a, b, e	a-e	a-e	a-e	a-e	a-e	a-c, e	a-e
1927.....	98	(²)	100	95	104	101	99	(¹)	100	101	103	(¹)
1928.....	99	(²)	100	98	97	101	100	(²)	100	100	99	⁴ 97
1929.....	100	100	100	100	100	100	100	100	100	100	100	100
1930.....	92	95	88	97	103	97	98	92	98	98	92	92
1931.....	82	84	73	96	107	94	93	87	94	89	87	85
1932.....	74	83	62	92	103	⁵ 92	86	85	90	80	81	77
1933.....	67	83	56	88	100	91	81	76	88	76	79	66
1934.....	62	83	53	87	102	91	80	75	89	79	75	61
1935.....	60	84	57	86	99	92	80	69	88	81	74	60
1936.....	58	86	61	86	-----	93	81	70	88	82	74	61
1937.....	62	106	67	87	-----	95	85	71	91	85	-----	65
1937—March.....	62	103	62	87	-----	95	85	71	90	84	74	64
June.....	62	108	65	87	-----	95	85	69	91	85	78	66
September.....	62	107	70	87	-----	95	85	70	91	85	79	65
December.....	62	108	74	88	-----	97	86	71	94	85	-----	69
1938—March.....	61	-----	⁷ 75	-----	-----	97	85	-----	⁷ 94	83	-----	69

¹ Table from International Labor Review, April 1938 (pp. 537-540).² Except for series in italics, which are on original base, or recalculated on nearest possible year to 1929.³ No indexes computed.⁴ Average calculated for a period less than 1 year.⁵ New or revised series beginning with this year.⁶ Quarterly averages computed in February, May, August, and November.⁷ February.⁸ Indexes computed as of January, April, July, and October.⁹ New index based on family budget inquiry of 1932-33.¹⁰ May.

Recent Publications of Labor Interest

JUNE 1938

Agriculture

Agricultural Finance Review. A semiannual review of current developments and research in the field of farm credit, farm insurance, and farm taxation. Washington, U. S. Bureau of Agricultural Economics, May 1938. 82 pp. (Vol. 1, No. 1.)

Social status and farm tenure: Attitudes and social conditions of Corn Belt and Cotton Belt farmers. By E. A. Schuler. Washington, U. S. Farm Security Administration and Bureau of Agricultural Economics, 1938. 265 pp. (Social Research Report No. 4.)

Chapters are devoted to landlord-tenant relationships; moves and migration; and levels and standards of living.

Twenty-sixth report of Department of Agriculture for Scotland, for year ended December 31, 1937. Edinburgh, 1938. 154 pp. (Cmd. 5736.)

Contains chapters on land settlement and operations under the 1937 act regulating agricultural wages in Scotland.

Civil Service

Fifty-fourth annual report of United States Civil Service Commission, for fiscal year ended June 30, 1937. Washington, 1937. 98 pp.

Statistics of employment, retirement, examinations, appointments, and other information pertaining to the Federal civil service. On June 30, 1937, there were 841,664 civil employees in the Federal executive departments and independent establishments (not including the legislative, judicial, military, or naval branches). Sixty-three percent of the positions were subject to civil-service competitive requirements. Of the total number of employees, 81 percent were men and 19 percent were women; of the 115,409 working in the District of Columbia, 60 percent were men and 40 percent women. The Postal Service had 279,443 employees throughout the country.

Construction Activity

Construction activity in the United States, 1915-37. Washington, U. S. Bureau of Foreign and Domestic Commerce, 1938. 93 pp., charts. (Domestic Commerce Series, No. 99.)

Construction expenditures and employment, 1937 compared with 1936. By Peter A. Stone. Washington, U. S. Works Progress Administration, Division of Research, Statistics, and Records, 1938. 14 pp., charts.

Cost of Living

Intercity differences in costs of living in March 1935, 59 cities. By Margaret Loomis Stecker. Washington, U. S. Works Progress Administration, Division of Social Research, 1937. 216 pp. (Research Monograph XII.)

Levnadsvillkor och hushållsvanht i städer och industriorter omkring år 1933. Stockholm, Socialstyrelsen, 1938. 327 pp.

Results of an investigation of family budgets in Swedish cities and rural industrial centers in 1933, covering 526 families of wage earners, 524 families of salaried employees, and 195 middle-class families. A résumé in French and a French translation of the table of contents are provided.

Economic and Social Problems

Essentials for sustained recovery. A series of addresses and papers presented at semiannual meeting of Academy of Political Science, March 25, 1938. Edited by John A. Krout. New York, May 1938. 122 pp. (Proceedings of Academy of Political Science, Vol. XVIII, No. 1.)

Among the papers there are discussions of the problems of investment, distribution of wealth and income, technological changes, prices, and wage rates in relation to recovery and rising standards of living.

Government proprietary corporations in English-speaking countries. By John Thurston. Cambridge, Mass., Harvard University Press, 1937. 294 pp.

The institution discussed is a comparatively recent and exceptionally important development in English-speaking countries and also in some other regions, notably in Scandinavia. The author describes the legal status, financing, management, administration, and public control of government proprietary corporations. The volume is largely an attempt to summarize the available information, but there are tentative evaluations of the efficiency, democratic character, and potentialities of such organizations.

Leadership in a free society: A study in human relations based on an analysis of present-day industrial civilization. By T. N. Whitehead. Cambridge, Harvard University Press, 1937. 266 pp.

The author analyzes the effects of mechanization and of large-scale corporate organization on the personality of workers and other ordinary members of society. These changes, he holds, have tended to destroy the more vital interests and human relations prevailing under earlier conditions. Efforts to achieve a substitute for these earlier vital interests and relations largely explain the rise and activities of trade-unions. The author's emphasis, however, is not on trade-unions and similar organizations as remedies but rather on the personal responsibility of heads of business enterprises for assuming leadership in aiding their employees to participate more adequately in community life. The volume is written in the terminology of sociological and psychological scholarship.

Toward economic democracy. By Benson Y. Landis. (Social Action, Council for Social Action of Congregational and Christian Churches, New York, May 15, 1938; 31 pp.)

This number of Social Action considers the problems underlying economic crises and discusses briefly several concrete programs adapted to the needs and opportunities of different groups.

Deutsche sozialpolitik: Bericht der Deutschen Arbeitsfront Zentralbüro, Sozialamt. Berlin, 1937. 252 pp.

Report on activities of the German Labor Front from June 30, 1936, to August 31, 1937, including a review of the general social policies of the National Socialist Government.

The house that Hitler built. By Stephen H. Roberts. London, Methuen Publishers, 1938. 380 pp. (Sixth ed.)

A comprehensive description of contemporary Germany. The book includes accounts of the personalities of the principal leaders, the origins of the Nazi movement, the methods used in obtaining power, the forms assumed by Nazi political, cultural, and economic institutions, and the impacts of Nazi policies on the world. The author, an Australian professor, obtained much of his information by study and travel in Germany.

An island community: Ecological succession in Hawaii. By Andrew W. Lind. Chicago, University of Chicago Press, 1938. 337 pp., maps, charts.

Connects and correlates the economic and racial history of the Hawaiian Islands with the story of the utilization of the land. Chapters on labor problems discuss early attempts to meet the labor shortage by recruiting and importation of labor; labor control; and labor contracts. A brief bibliography is given at the end of each chapter.

The right to work. By Nels Anderson. New York, Modern Age Books, Inc., 1938. 152 pp., illus.

A select bibliography on location of industry. By Douglas Moore McDonald. Montreal, McGill University, 1937. 84 pp. (Social Research Bulletin No. 2.)

Education and Guidance

A bibliography on education in the depression. Washington, National Education Association and American Association of School Administrators, Educational Policies Commission, 1937. 118 pp.

Some of the references are on economic status, salaries, tenure, retirement, and unemployment of teachers; adult education; unemployment or emergency education; Civilian Conservation Corps; and National Youth Administration.

Guidance bibliography: An annotated list of books, pamphlets, and periodical references on guidance, appearing during calendar year 1936. Compiled by Marion H. Witmer and Maris M. Proffitt. Washington, U. S. Office of Education, 1938. 71 pp. (Bulletin, 1937, No. 37.)

The second annual comprehensive bibliography on guidance issued by the above-mentioned Government office.

Congrès international de l'enseignement technique, Rome, 28-29-30 décembre 1936. Paris, Bureau International de l'Enseignement Technique, [1937?]. 2 vols., 645 and 1305 pp.

Proceedings of sixth international congress on technical education.

Workers' education in New Zealand. By N. M. Richmond. (In International Labor Review, Geneva, April 1938, pp. 440-462.)

Men must work. By Loire Brophy. New York, D. Appleton-Century Co., Inc., 1938. 145 pp.

The subjects upon which the author counsels men who are seeking work or the improvement of their employment status include the first job, the second job, the value of knowing one's job, employers' viewpoints, letters of application, interviews, overcoming middle-age handicaps, qualifications for executive work, why men are discharged, and looking beyond the job. An appendix contains a list of trade, class, and technical magazines.

Employment and Unemployment

P. W. A. and industry: A 4-year study of regenerative employment. Washington, U. S. Bureau of Labor Statistics, 1938. 28 pp., charts, illus. (Bulletin No. 658.)

Labor requirements in production and distribution of plumbing and heating supplies. By Bernard H. Topkis. Washington, U. S. Bureau of Labor Statistics, 1938. 24 pp. (Serial No. R. 733, reprint from June 1938 Monthly Labor Review.)

Men without work; a report made to the Pilgrim Trust. Cambridge, England, University Press, 1938. 447 pp.

An investigation of the moral, social, and economic symptoms of unemployment in England and Wales and a critical study of methods of treatment, up to the time of the survey. One section of the volume deals specifically with unemployment among women.

Le chômage de la jeunesse intellectuelle diplômée. By Roland Weil. Paris, Librairie du Recueil Sirey, 1937. 336 pp., charts.

Study of unemployment among young persons in France who have graduated from institutions of higher education.

Health and Industrial Hygiene

Occupational diseases in Ohio. Columbus, Ohio Department of Health, Bureau of Occupational Diseases, 1937. 52 pp.; mimeographed.

The report contains a summary of the cases of occupational disease reported to the Bureau of Occupational Diseases during 1937, and tables showing age and sex distribution of workers affected, the occupations and industries in which the cases occurred, and hazards involved.

Report of the Medical Research Council [Great Britain] for the year 1936-37. London, 1938. 195 pp. (Cmd. 5671.)

Special problems of industrial disease and industrial health investigated by the Council with the assistance of the Industrial Health Research Board included industrial pulmonary disease, industrial physiology and psychology, and toxicity of industrial solvents.

A study of dust-control methods in an asbestos-fabricating plant. By Richard T. Page and J. J. Bloomfield. Washington, U. S. Public Health Service, 1938. 16 pp., diagrams, illus. (Reprint No. 1883 from Public Health Reports, November 26, 1937.)

This study shows the results of the application of scientific methods of dust control in an asbestos-fabricating plant. The results are considered to be of interest not only to the asbestos industry but also to other industries having similar dusty processes.

The lungs of coal, metalliferous, and sandstone miners and other workers in New South Wales—chemical analysis and pathology. By Charles Badham and Harold B. Taylor. Sydney, 1938. 44 pp. (Studies in Industrial Hygiene, No. 19; extract from report of Director General of Public Health for 1936.)

Report of Director of Saranac Laboratory for Study of Tuberculosis, and financial report for year ending September 30, 1937; reprints of scientific papers. Saranac Lake, N.Y., Edward L. Trudeau Foundation, [1938?]. Various paging.

The report contains papers on silico-tuberculosis, silicosis and related conditions, and on the influence of dusts on tuberculous infections.

Health Insurance

National health insurance. By W. J. Foster and F. G. Taylor. London, Sir Isaac Pitman & Sons, Ltd., 1937. 288 pp. (3d ed.)

Designed as a general reference work, this book presents a statement of the principal provisions of the acts and regulations relating to national health insurance in the British Isles, and affords a general survey of the whole scheme.

Housing

Adequacy of urban housing in United States as measured by degree of crowding and type of sanitary facilities. Washington, U. S. Public Health Service, National Institute of Health, 1938. Various paging; mimeographed. (Preliminary Reports, National Health Survey, Sickness and Medical Care Series, Bulletin No. 5.)

Reviewed in this issue.

Can America build houses? By Miles L. Colean. New York, Public Affairs Committee, Inc., 1938. 31 pp., charts. (Public Affairs Pamphlet No. 19.)

Statement of the problems confronting America in building houses, and a summary of the Federal program.

Problems affecting housing—a summary of points of view. New York, New York Building Congress, Inc., Land Utilization Committee, 1938. 39 pp.; bibliography.

Some factors which affect relationship between housing and health. By J. M. Dallavalle. Washington, U. S. Public Health Service, 1937. 10 pp. (Reprint No. 1840, from Public Health Reports, July 23, 1937.)

The author discusses the fundamental causal relationships between housing and health and the activities of health departments with regard to housing.

Industrial Accidents and Workmen's Compensation

Industrial injuries and the business cycle. By Max D. Kossoris. Washington, U. S. Bureau of Labor Statistics, 1938. 16 pp., charts. (Serial No. R. 720, reprint from March 1938 Monthly Labor Review.)

Metal-mine accidents in United States during calendar year 1935. By W. W. Adams and M. E. Kolhos. Washington, U. S. Bureau of Mines, 1938. 51 pp. (Bulletin 410.)

Quarry accidents in United States during calendar year 1935. By William W. Adams and Virginia E. Wrenn. Washington, U. S. Bureau of Mines, 1937. 60 pp. (Bulletin 408.)

Twenty-first annual report of United States Employees' Compensation Commission, July 1, 1936, to June 30, 1937. Washington, 1938. 78 pp.

Contains information and statistics on operations under legislation providing for compensation to employees in certain employments within Federal jurisdic-

tion: United States Employees' Compensation Act, Longshoremen's and Harbor Workers' Compensation Act, District of Columbia Workmen's Compensation Act, and Federal Emergency Relief Appropriation Acts which include provisions for compensation to Federal emergency relief workers. During the fiscal year 1937, the Commission received reports of 38,174 injuries to Federal civil employees, excluding emergency workers; 41,033 to longshoremen and harbor workers; and 26,994 to private employees in the District of Columbia; in each case the number reported was the largest in the history of operation under the laws.

Cost of compensation, kind of injuries, and occupational diseases [New York State], cases closed in 1933, 1934, 1935. New York, Department of Labor, 80 Centre Street, 1937. 142 pp. (Special Bulletin No. 191).

Second annual report of South Carolina Industrial Commission, July 1, 1936, to June 30, 1937. Columbia, 1938. 11 pp.

A summary tabulation shows that 3,296 employers, with approximately 200,000 employees, were covered under the act. The number of cases filed with the commission was 22,841, and reports were received of 2,000 additional injuries which did not involve compensation or medical costs. Total compensation paid amounted to \$238,884, and medical expense to \$277,676. A brief report on safety activities is included in the report.

Twentieth annual report of Workmen's Compensation Board of Province of Alberta, for year ended December 31, 1937. Edmonton, 1938. 48 pp.

Covers experience of the accident and pension funds for 1937. Altogether, 13,177 injuries were reported. Compensation and pension payments amounted to \$905,306. In 1936 reports were received of 12,381 injuries, and payments totaled \$892,885.

Also includes the annual report of the Mine Rescue and First Aid Department and operations under the Electrical Protection Act.

Annual report of Manitoba Workmen's Compensation Board, 1937. Winnipeg, 1938. 34 pp.

A summary of the experience for 1937 of the accident funds administered by the Board, with detailed statistical tables on 1936 industrial injuries. Reports were received during 1937 of 10,867 injuries, including 28 fatalities, as compared with 11,050 injuries with 48 fatalities during 1936. During 1936, expenditures for compensation and medical aid, and reserve for pension awards, amounted to \$858,227.

Eighth annual report of Saskatchewan Workmen's Compensation Board, for the calendar year 1937. Regina, 1938. 24 pp.

Presents provisional financial statement of the accident funds for 1937 and final statement for 1936. Claims were received in 1937 for 5,059 injuries, as against 5,402 reported in 1936. Compensation, medical aid, and pensions awarded during 1936 amounted to \$477,888.

Sjømannstrygden, 1935; fiskertrygden, 1935. Oslo, Rikstrygdeverket, 1938. 26 and 18 pp.

Annual reports for the year 1935 on accident insurance for seamen and fishermen in Norway. In Norwegian, with French translations of table of contents and table heads.

An outline of current problems in workmen's compensation. By Leon S. Senior. (In Proceedings of Casualty Actuarial Society, New York, November 18, 1937, pp. 1-16.)

Transactions of Twenty-sixth National Safety Congress, Kansas City, Mo., October 11-15, 1937. Chicago, National Safety Council, Inc. Vol. I, 1937, 627 pp.; Vol. II, 1938, 239 pp.

Condensed reports of proceedings. Volume 1 covers the general sessions, the special subject sessions, and the industrial sessions, and volume 2, the child education, home safety, street and highway traffic, commercial-vehicle, and transit sessions of the congress.

What to do in case of accident. Washington, U. S. Public Health Service, 1937. 71 pp., illus. (Miscellaneous Publication 21.)

Covers also such sudden illnesses as those resulting from poisoning by various substances, heat exhaustion, sunstroke, etc.

Industrial Arts

Design and the designer in industry. London, Council for Art and Industry, 1937. 63 pp.

Good design is declared to be a matter of growing importance. In summarizing the main problem dealt with, the necessity for understanding between artists and manufacturers and of their working together as partners in industrial production is emphasized; recent progress in standards of design in a number of continental European nations is noted; and various suggested methods of training for industrial designers in Great Britain are outlined.

Industrial arts—its interpretation in American schools. Washington, U. S. Office of Education, 1938. 125 pp. (Bulletin, 1937, No. 34.)

According to this report of a committee appointed by the United States Commissioner of Education, the general education of public-school pupils is not complete without concepts, understandings, and appreciations concerning manufacturing and its army of workers. Industrial arts should be included in the field of education, the committee holds, to furnish this important contribution to the pupil's development.

Training industrial designers. By Hudson Brisbane Roysher. (In *Industrial Education Magazine*, Peoria, Ill., May 1938, pp. 134-137.)

This article describes the process of development of a new profession which calls for a special combination of abilities—those of the artist and those of the engineer. Emphasis is given to the need for establishing schools and opening courses in colleges and universities to meet the problem of training young men and young women to become experts in this new line of work.

Design in the jewelry, silversmithing, and allied trades. London, Council for Art and Industry, 1937. 59 pp.

Describes the industry and its occupations, the recruitment and training of workers, and the distribution of products, and makes various recommendations.

Industrial Relations

Collective bargaining under the Wagner Act. Durham, N. C., Duke University School of Law, 1938. 159 pp. (Law and Contemporary Problems, Vol. V, No. 2.)

Collection of articles concerning the Wagner Act, with one on the settlement of industrial disputes in Great Britain.

Problems of collective bargaining. Proceedings of Fourth Midwest Conference on Industrial Relations, held at University of Chicago, October 12, 1937. Edited by R. W. Stone. Chicago, University of Chicago Press, 1938. 84 pp. (Studies in Business Administration, Vol. VIII, No. 2.)

Labor courts. By Henri Binet. (In *International Labor Review*, Geneva, April 1938, pp. 463-472.)

Labor on the march. By Edward Levinson. New York, Harper & Bros., 1938. 325 pp.

An account of the happenings in the labor movement during and since N. R. A. days, particularly of the personalities and immediate events leading to what the author describes as "the American separation of labor" and the "triumph of the C. I. O." Includes a journalistic description of the sit-down strikes in Akron and Flint, and the C. I. O.'s drive in the steel industry.

Seniority in promotion and discharge—a list of references. Washington, U. S. Department of Labor, Library, June 1, 1938. 7 pp.; mimeographed.

International Labor Relations

Report of Director of International Labor Office to International Labor Conference, 24th session, Geneva, Switzerland, 1938. Geneva, 1938. 81 pp.

The measure of economic recovery which took place during 1937 is considered in the light of the disturbed political situation in many countries and the abnormal activity of war industries. Employment conditions, wages, and social insurance are reviewed and special attention is given to hours of work, particularly to effects of the introduction of the 40-hour week in France and applications of the shorter

working week in other countries. The remainder of the report is devoted to the progress of the International Labor Organization and to the direction its activities may take in the future.

The United States, League of Nations, and International Labor Organization during 1937. By a group of Americans in Geneva. Geneva, Geneva Research Center, 1938. 72 pp. (Geneva Studies, Vol. IX, No. 1.)

One of a series of annual reports on the relations of the United States with the League of Nations, the International Labor Office, and the Permanent Court of International Justice.

Labor Bureaus

The North Carolina Department of Labor. By A. L. Fletcher, Commissioner. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, May 1938, pp. 5-7.)

Labor Legislation and Court Decisions

The legal status of women in the United States of America, January 1, 1938: Report for Iowa. Washington, U. S. Women's Bureau, 1938. 10 pp. (Bulletin No. 157-14.)

Section of a report to include all the States. The information for each State will be issued in separate pamphlet form, the report for Iowa being the first one available in the series.

State labor laws for women, December 31, 1937: Part I, Summary. By Florence P. Smith. Washington, U. S. Women's Bureau, 1938. 16 pp. (Bulletin No. 156.)

The complete report of which this is a summary is to be published in sections covering, respectively, hours; home work; prohibited occupations, and seats; minimum-wage laws and orders.

Annotations on small loan laws, based on sixth draft of uniform small loan law. By F. B. Hubachek. New York, Russell Sage Foundation, 1938. lxxv, 255 pp.

Ensayos sobre política social. By Diego Guzmán Perez. Santiago de Chile, Imprenta y Librería "Artes y Letras," 1937. 297 pp.

Contains an analysis of Chilean legislation concerning labor and social welfare (including cooperatives and workers' housing), and a section showing the extent to which conventions of the International Labor Organization have been adopted in Chile, with statistics of number of persons covered.

A guide to the Factories Act, 1937. London, Home Office, 1938. 51 pp.

A discussion of the provisions of the British Factories Act of 1937, which is designed to secure safe and healthful working conditions in manufacturing and in certain other operations. The act is a consolidating and amending measure replacing the Factory and Workshop Act of 1901 and various later acts.

Labor Organization

Introduction to American trade-unionism. By Elsie Glück. New York, Affiliated Schools for Workers, Inc., 1937. 104 pp.

Labor's new millions. By Mary Heaton Vorse. New York, Modern Age Books, Inc., 1938. 312 pp.; bibliography.

A story of the expansion of trade-unionism during the past few years—more particularly the story of the C. I. O. drive into the mass-production industries and among white-collar and agricultural workers. Recent strikes by rubber, steel, and automobile workers are portrayed by the author, who was an eye witness and was personally acquainted with most of the leaders as well as with hundreds of the rank and file.

Fifty years of the machinists union. By A. O. Wharton, president of International Association of Machinists. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, May 1938, pp. 1-4, illus.)

A trade-union library: Selected book list and sources of current information for trade-union executive. Prepared by Helen Baker. Princeton, N. J., Princeton University, Industrial Relations Section, 1938. 30 pp.

Labor Standards

Labor Standards, Vol. 1, No. 1. Washington, U. S. Division of Labor Standards, April 1938. 16 pp.

Labor Standards is a printed expansion of the original mimeographed bulletin issued by the Division of Labor Standards of the U. S. Department of Labor. This first issue contains discussions of the functions and work of State labor departments, labor legislation and its administration, and efforts of various organized bodies to promote labor standards, and notes regarding conferences and other matters of labor interest.

Leisure-Time Utilization

Leisure-time leadership—W. P. A. recreation projects. Washington, U. S. Works Progress Administration, 1938. 40 pp.

This survey of recreation work shows the extent of participation in the four major classes of recreational activities—physical, social, cultural, and therapeutic—throughout the country. The percentage distribution of participant-hours on W. P. A. projects is shown by type of recreation, by age of participants, and by region. The study also affords information on the training and experience of workers employed on recreation projects.

L'aspiration ouvrière vers la culture et les loisirs des travailleurs. By Marc Dubois. Paris, Librairie du Recueil Sirey, 1937. 59 pp.

Study of workers' cultural aspirations as related to the increased leisure resulting from shorter working hours.

Minimum Wage

A year of the minimum wage. Washington, U. S. Women's Bureau, April 1938. 7 pp., mimeographed.

The District of Columbia minimum wage for women in retail trade—how the \$17 minimum was established. Washington, American Retail Federation, 1938. 36 pp.

The New York minimum wage law and the retailer. Washington, American Retail Federation, 1938. 6 pp., mimeographed.

Mining Industry

Twenty-sixth annual report of State Mine Inspector of Arizona, for year ending November 30, 1937. Phoenix, 1938. 24 pp.

Includes a directory of mining companies and information on fatal and serious injuries.

Thirty-ninth annual report of mining industry of Idaho, for year 1937. Boise, Inspector of Mines, 1938. 309 pp., maps, illus.

Data on mineral resources and production, employment, accidents, and mine safety and hygiene. Includes a descriptive directory of companies, by counties.

Nineteenth annual report of North Dakota Coal Mine Inspection Department. Bismarck, 1937. 36 pp.

Summary information for the year ending June 30, 1937, on mine and boiler inspections, mine production, first aid and safety equipment in mines, and fatal and nonfatal injuries, by companies.

Nutrition

II^e Congrès Scientifique International de l'Alimentation: La science de l'alimentation en 1937. Alençon, France, Imprimerie Alençonnaise, [1937?]. Various paging.

Collection of reports presented at an international congress on nutrition.

Occupations

Occupational information—farming. Chicago, National Youth Administration of Illinois, 1938. 49 pp., charts, illus. (Research Report No. 5, revised.)

One of a series of monographs on occupations in a variety of industries.

Occupations of sons and daughters of Mississippi cotton farmers. By Dorothy Dickins. State College, Mississippi Agricultural Experiment Station, 1937. 132 pp. (Bulletin No. 318.)

Old-Age Care and Insurance

Administering old-age insurance. By John J. Corson. (In Social Security Bulletin, U. S. Social Security Board, Washington, May 1938, pp. 3-6.)

Institutional care of the aged in Allegheny County. By Katherine A. Biehl and Jane A. Ailey. 4 pp. (In The Federator, Pittsburgh, December 1937, pp. 256-259; also reprinted.)

Older Worker in Industry

Careers after forty. By Walter B. Pitkin. New York, McGraw-Hill Book Co., Inc., 1937. 273 pp.

Shows that changes which have been occurring in various fields, including industry, are opening opportunities not only for middle-aged men and women but also for young people. The author's findings are based on hundreds of interviews in all parts of the United States and on consultations with occupational experts, business men, and other authorities.

Personnel Management

Human nature at work. By Jean L. Shepard. New York, Harper & Bros., 1938. 219 pp.

Presents important findings from a long and first-hand experience in the field of personnel selection and training, and sets forth the advantages both to employers and employees of solving personnel problems through a psychological and psychiatric approach.

Understanding and training employees. New York, American Management Association, 1938. 46 pp. (Personnel Series, No. 35.)

Job analysts. By Edward Salner. (In Personnel Journal, New York, May 1938, pp. 31-35.)

Sets forth what the author considers the essential qualifications for a job analyst and the kind of preparatory training required. Also evaluates certain tests for applicants for employment.

International aspects of the terminology and ideology of management. By Hugo von Haan. (In International Labor Review, Geneva, April 1938, pp. 419-439.)

An effort to clarify and reconcile the meanings in various countries of terms connected with the management of labor and of organized or institutional activities. There are discussions of the equivalents in various languages of such widely used terms as "scientific management," "rationalization," "national economy," and "planning."

Prices

Retail prices of food [in the United States], 1923-36. Washington, U. S. Bureau of Labor Statistics, 1938. 203 pp. (Bulletin No. 635.)

Retail prices in certain towns in 1937. (In International Labor Review, Geneva, March 1938, pp. 396-401; also reprinted.)

In continuation of inquiries made by the International Labor Office in previous years, the results of which have been published in the International Labor Review, this article presents data on average retail prices of certain items of food and fuel in October 1937 in specified towns in 25 countries. In general, the countries covered are the same as those represented in the Office's annual wage inquiry.

Prices, price indexes, and exchange rates in Java, 1913-1937. Batavia, Central Bureau of Statistics, 1938. 70 pp. In Dutch and English. (Bulletin No. 146.)

Relief Measures and Statistics

Effects of works program on rural relief: A survey of rural relief cases closed in seven States, July through November 1935. By Rebecca Farnham and Irene Link. Washington, U. S. Works Progress Administration, Division of Social Research, 1938. 115 pp., charts. (Research Monograph XIII.)

Discloses that in some of the States covered by the survey State and local programs of public aid had not been sufficiently developed by the end of 1935 to

take over the entire residual load of needy unemployed and unemployable cases not provided for through Federal agencies.

Rural youth on relief. By Bruce L. Melvin. Washington, U. S. Works Progress Administration, Division of Social Research, 1937. 112 pp., maps, charts, illus. (Research Monograph XI.)

The study was based on the remaining relief load in October 1935 and covered 304 counties in 31 States together with 83 New England townships.

Retail Trade

The chain store problem—a critical analysis. By Theodore N. Beekman and Herman C. Nolen. New York, McGraw-Hill Book Co., Inc., 1938. 350 pp.

There is a brief discussion of comparative labor standards in chain stores and independent stores.

Retail store operation. By Paul H. Nystrom. New York, Ronald Press Co., 1937. 702 pp.

Written for persons wishing to prepare themselves for executive positions in retail stores, the book aims to present the basic knowledge required in retail-store operation. Chapters are included on personnel, employment service, salaries and wages, employees' welfare, retail selling and salesmanship, training for retailing, and retail prices and price making.

Social Insurance (General)

Offentlig forsorg og aldersrente i regnskabsaaret, 1935-36. Copenhagen, Statistiske Departement, 1938. 101 pp. (In Danish and French.)

Statistics of operation of social insurance and old-age retirement in Denmark for fiscal year 1935-36.

The investment of compulsory social insurance funds. By Cyrille Dechamp. (In International Labor Review, Geneva, March 1938, pp. 275-300.)

The author discusses problems arising in the investment of social-insurance funds, with special reference to present economic and monetary instability.

Technological Changes

Systems of shop management in the cotton-garment industry. By N. I. Stone. Washington, U. S. Bureau of Labor Statistics, 1938. 22 pp. (Serial No. R. 752, reprint from June 1938 Monthly Labor Review.)

Changes in technology and labor requirements in crop production: Potatoes. By H. E. Knowlton, R. B. Elwood, and E. G. McKibben. Washington, U. S. Works Progress Administration, 1938. xiii, 134 pp., charts, illus. (National Research Project, Studies of Changing Techniques and Employment in Agriculture, Report No. A-4.)

The study covers six local areas prominent in potato production. Between 1909 and 1936 the smallest decline in number of man-hours per acre was from 88.8 to 78.8, and the largest decline was from 87.9 to 70.5. There was a decline in number of man-hours per 100 bushels in all except one of the six areas, where there was an increase from 37.1 to 41.5 hours per 100 bushels. The largest decline per 100 bushels was from 42.1 to 24.7 hours, or 41.3 percent. The causes of changes and variations in the productivity of labor in potato farming include production practices, potato-growing equipment, varieties of potatoes used, and types of soil.

Technical progress and unemployment: An inquiry into the obstacles to economic expansion. By Emil Lederer. Geneva, International Labor Office (American branch, 734 Jackson Place NW., Washington, D. C.), 1938. 267 pp. (Studies and Reports, Series C, No. 22.)

The author emphasizes the growing importance of capital-saving technical changes as compared with labor-saving changes and points out that during a period of unemployment capital-saving changes tend to aggravate the problem of depression because they add to the difficulty of profitable investment in capital goods, required in a private economy to take up the slack of employment. The central problem of maintaining employment under conditions of technical progress is viewed as the maintenance of a balanced allocation of productive resources to capital-goods industries and consumption-goods industries.

Unemployment Insurance and Relief

De organisatie van de verplichte verzekering tegen werkloosheid. By Henri Fuss. In two parts: Part 1, Brussel, Imprimerie E. Guyot, 1937, 245 pp.; Part 2, Brussel, Moniteur Belge, 1937, 80 pp.

Report on an investigation of the obligatory unemployment-insurance system in Belgium, including information on legislation, organization, administration, contributions, and benefits.

La main-d'œuvre et le chômage: I, La sélection et la rééducation professionnelles des chômeurs, 1937; II, La réorganisation du placement, 1937; III, Le chômage des travailleurs intellectuels. Melun, France, Conseil National Économique, 1937 (Parts I and II), 1938 (Part III). Various paging.

Conclusions adopted at different meetings of the French economic council, regarding the selection of unemployed persons for training and their occupational reeducation; organization and coordination of public and private employment agencies; and measures taken to provide assistance for unemployed intellectual workers.

Report of Secretary of Labor, New Zealand, upon activities and proceedings under Employment Promotion Act, 1936. Wellington, 1937. 33 pp., maps, charts.

An account of accomplishments under this legislation whereby unemployment has been reduced.

Vacations With Pay

Report of Committee on Holidays With Pay [Great Britain]. London, 1938. 79 pp. (Cmd. 5724.)

Reviewed in this issue.

Wages and Hours of Work

Union scales of wages and hours in printing trades, May 15, 1937. Washington, U. S. Bureau of Labor Statistics, 1938. 57 pp. (Bulletin No. 655.)

Wages and normal hours of work in certain occupations in various towns in October 1937. (In *International Labor Review*, Geneva, March 1938, pp. 370-396; also reprinted.)

This study is a continuation of previous inquiries on the subject made by the International Labor Office and published in the *International Labor Review*. The data in the present article cover 30 occupations in 69 towns in 23 countries. In general, the countries represented are the same as those covered in the Office's annual inquiry on prices.

Australian wage policy, 1929-1937. By W. B. Reddaway. (In *International Labor Review*, Geneva, March 1938, pp. 314-337.)

Shows the effects of prosperity and depression on the wage-fixing machinery provided by law in Australia.

Youth Problems

N. Y. A. program [in Kentucky]—review of activities, 1935-1936. Louisville, National Youth Administration for Kentucky, 1937. 66 pp., maps, charts.

N. Y. A. student aid. Address delivered by Aubrey Williams, Executive Director of National Youth Administration, before joint meeting of college and university administrators and secondary school officials, Harrisburg, Pa., September 23, 1937. Louisville, National Youth Administration for Kentucky, [1937?]. 11 pp.; mimeographed.

Youth tell their story: A study of the conditions and attitudes of young people in Maryland between the ages of 16 and 24. By Howard M. Bell. Washington, American Council on Education, American Youth Commission, 1938. 273 pp.

This survey, covering 13,000 individuals, represents one of the outstanding accomplishments of the American Youth Commission. According to the findings, the following are among the major youth problems: Equalizing educational opportunities; adequate vocational guidance; appropriate and adequate vocational training; finding employment for young people as they leave school; establishing them in economic security through reorganization of the secondary schools; training of youth for the constructive use of leisure; increased attention

to health education, including social and personal hygiene; a program for the training of our future citizens as to civic responsibilities and privileges; and the need for community planning for youth.

Forums for young people: A study of problems and plans involved in providing forum discussions for high-school and college students, and for young people in the community. By J. W. Studebaker, P. H. Sheats, and C. S. Williams. Washington, U. S. Office of Education, 1938. 113 pp., illus.; bibliography. (Bulletin, 1937, No. 25.)

General Reports

Official year book of Commonwealth of Australia, 1937. Canberra, Bureau of Census and Statistics, [1938?]. 1021 pp.

Data are included on production, prices and cost of living, employment, wages and hours of labor, industrial disputes, accidents in mines, and labor and employer organizations. Certain of the statistics are brought down to 1937, but most of those on the topics mentioned are for 1936 or earlier years.

L'Évolution de l'économie française, 1910-1937—tableaux statistiques. Paris, l'Institut Scientifique de Recherches Économiques et Sociales, 1937. 280 pp.

Series of tables covering economic conditions in France from 1910 to 1937, including data on employment, wages, wholesale and retail prices, industrial production, unemployment relief, and labor disputes.

Ministry of Labor report for year 1937. London, 1938. 136 pp. (Cmd. 5717.)

The matters covered by the report include employment and unemployment, employment service, training and welfare schemes for the unemployed, unemployment insurance and assistance, and administration of the trade board acts.

A social survey of Plymouth [England]. By R. M. Taylor. London, P. S. King & Son, Ltd., 1938. 67 pp., maps.

Touches on family composition, age distribution, housing, income, and related subjects.

Statistical abstract for British India with statistics, where available, relating to certain Indian States from 1926-27 to 1935-36. Delhi, Department of Commercial Intelligence and Statistics, 1938. 1017 pp.

The numerous subjects on which data are presented include average number of persons employed daily in different industries, accidents in factories, occupations, retail and wholesale prices, cost of living, and pensions.

Undersökningar rörande vissa arbetstidsförhållanden inom bagerinäringen samt hotell- och restaurangnäringen. Stockholm, Socialstyrelsen, 1938. 94 pp.

Results of an investigation of labor conditions in Swedish bakeries, hotels, and restaurants in 1937. The survey covered 7,436 bakery and pastry establishments employing 35,276 workers; and 17,000 hotel and restaurant establishments with nearly 50,000 workers.

Proceedings of twenty-third annual meeting of National Conference of Catholic Charities, held at St. Paul, August 29 to September 1, 1937. Washington, [1938]. 415 pp.

One of the addresses at the general sessions was on "Strikes and labor," and another on "The Catholic youth organization." Among the subjects discussed at the sectional meeting on social and economic problems were: The social and economic implications of unemployment compensation; the problem of the migrant worker in agriculture; and the Catholic and American solution of the farm-labor problem.

Urban sociology. By Earl E. Muntz. New York, Macmillan Co., 1938. 742 pp.

The volume is divided into five parts—evolution of the modern city, housing, public health and safety, education, and recreation. In the section on housing, concise statements are given covering individual low-cost dwellings supplied by different agencies in urban centers.

Wages, prices, and recovery. By Paul H. Douglas, C. T. Murchison, and O. M. W. Sprague. (In Bulletin of America's Town Meeting of the Air, Columbia University Press, New York, February 21, 1938, pp. 5-31.)

Transcripts of radio addresses and discussions.